

## Chapter 2

### *Management Plan*





## Introduction

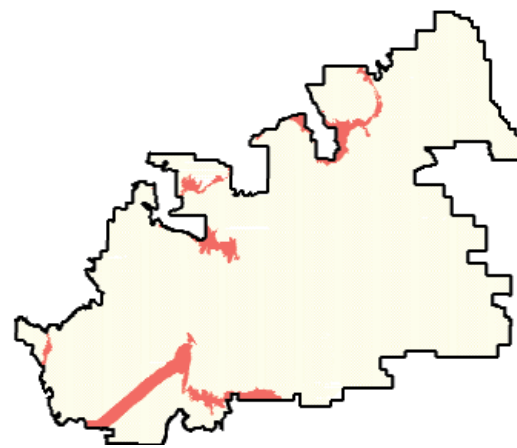
This chapter describes objectives and actions aimed at fulfilling the management direction discussed in Chapter 1. These decisions are organized under five main headings: **Management Zone Descriptions, Management of Resources, Management of Visitors and Other Uses, Special Emphasis Areas, and Cooperation and Consultation.** The management zones are described in detail below, and provide the framework for many of the decisions and strategies described later. The **Management of Resources** section provides objectives and decisions for resources mentioned in the Proclamation and the Federal Land Policy and Management Act (FLPMA) of 1976. The **Management of Visitors and Other Uses** section outlines decisions relating to activities such as recreation, livestock grazing, science and research, and valid existing rights. The **Special Emphasis Areas** section outlines decisions relating to Wilderness, Areas of Critical Environmental Concern, Special Recreation Management Areas, and Visual Resource Management. Finally, the **Cooperation and Consultation** section outlines a strategy for working with adjacent land management agencies, local and State governments, Native American Indian tribes, and the scientific and education communities. Each of the decisions in this chapter is numbered to facilitate referencing such decisions in future documents.

## Management Zone Descriptions

Management zones are used in this Plan to display various management emphases and strategies that will best fulfill the established purposes of the Monument and the overall vision described in Chapter 1. These zones, which are delineated by geographic area (Map 2 - in the envelop at the back of this document), provide guidance to help define permitted or excluded activities and any stipulations pertaining to them. In this context, zones are tools that guide decision making on permitting visitor uses and other activities within the Monument. The zone boundaries portrayed on Map 2

may not exactly correspond to on the ground geographic features.

The **Frontcountry Zone** (78,056 acres or 4 percent of the Monument) is intended to be the focal point for visitation by providing day-use opportunities in close proximity to adjacent communities and to Highways 12 and 89 which traverse the Monument. This zone will accommodate the primary interpretation sites, overlooks, trails, and associated facilities necessary to feature Monument resources. The zone boundaries were developed by locating a corridor along Highways 12 and 89, Johnson Canyon Road, and the portion of Cottonwood Canyon Road leading to Grosvenor Arch. The zone was then expanded or constricted to coincide with the dominant terrain features which provide identifiable boundaries on the ground. Existing destinations such as Grosvenor Arch, the Pahreah townsite, and the Calf Creek Recreation Area were included in order to provide for necessary improvements and to accommodate expected visitation. Lands close to the Town of Escalante were also included due to extensive visitor use. In delineating this zone, Wilderness Study Areas (WSAs), threatened and endangered species habitat, relict plant areas, riparian areas, and other sensitive resources were avoided whenever possible. Highway 89, from the western boundary to The Cockscomb, lacks dominant terrain to delineate this zone. For this reason, a one-mile buffer along each side of the highway was used.

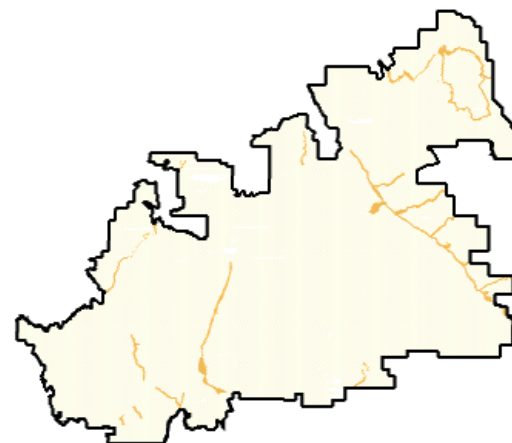


*Frontcountry Zone*

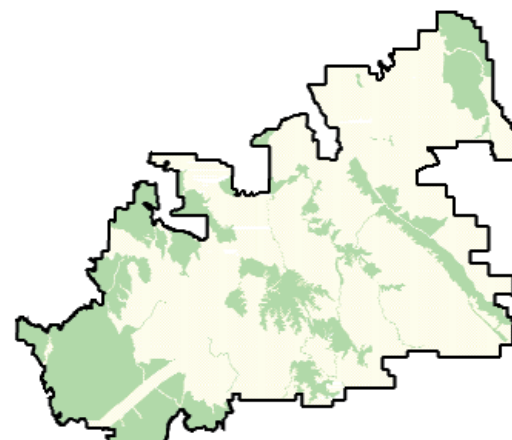
The **Passage Zone** (39,037 acres or 2 percent of the Monument) includes secondary travel routes which receive use as throughways and recreation destinations. While rudimentary facilities necessary for safety, visitor interpretation, and for the protection of resources will be allowed in this zone, the Bureau of Land Management (BLM) will generally avoid directing or encouraging further increases in visitation due to the condition of routes and distance from communities. The primary criterion for developing the zone boundaries was again dominant terrain. The boundary does not constrict closer than 100 feet to designated routes, and encompasses most obvious imprints of human activities such as trailheads, transmission rights-of-way, and potential resource interpretation sites within  $\frac{1}{2}$  mile of the subject route. In many cases, dominant terrain was not available along route segments. In these cases, a 660 foot ( $\frac{1}{8}$  mile) buffer was used. Again, WSAs, threatened and endangered species habitat, relict plant areas, riparian areas, and other sensitive resources were avoided whenever possible.

The **Outback Zone** (537,748 acres or 29 percent of the Monument) is intended to provide an undeveloped, primitive and self-directed visitor experience while accommodating motorized and mechanized access on designated routes. Facilities will be rare and provided only when essential for resource protection. The remaining public routes not in the Frontcountry or Passage Zones are included in the Outback Zone. Dominant terrain was again a primary criterion for the zone boundary. The boundary does not constrict closer than 100 feet to the routes. WSAs were avoided wherever possible.

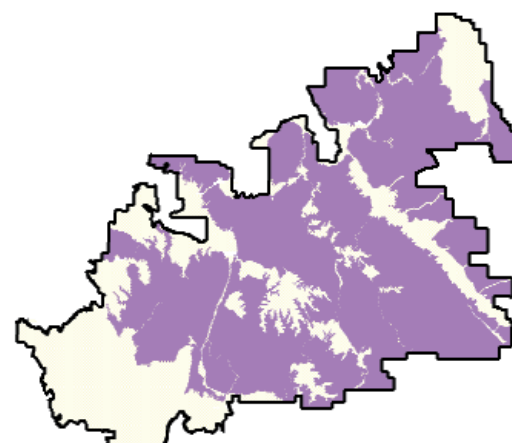
The **Primitive Zone** (1,210,579 acres or 65 percent of the Monument) is intended to provide an undeveloped, primitive and self-directed visitor experience without motorized or mechanized access. Some administrative routes are included in this zone, which could allow very limited motorized access. Facilities will be non-existent, except for limited signs for resource protection or public safety. The zone is intended to facilitate landscape-scale research and therefore connects each of the three major landscapes (Escalante Canyons, Kaiparowits Plateau, and Grand Staircase), as well as linking low elevation areas to higher elevations. This zone is also intended to connect primitive and undeveloped areas on surrounding lands managed by other Federal agencies.



*Passage Zone*



*Outback Zone*



*Primitive Zone*

## Management of Resources

This section outlines objectives and decisions for the natural, physical, and cultural resources mentioned in the Proclamation and FLPMA. Background information is provided for each of these resources in order to give a point of reference for the decisions that follow.

### Air Quality

The existing air quality in and surrounding the Monument is typical of undeveloped regions in the western United States. Ambient pollutant levels are usually near or below the measurable limits. Exceptions include high, short-term, localized concentrations of particulate matter (primarily wind blown dust or smoke from wildland fires), ozone, and carbon monoxide.

The entire management area is designated as either attainment or unclassified for all pollutants and has also been designated as Prevention of Significant Deterioration (PSD) Class II. Nearby PSD Class I areas include Capitol Reef, Canyonlands, and Arches



*Wolverine Petrified Wood Area (photo by Jerry Sintz)*

National Parks to the east and north, Bryce Canyon and Zion National Parks to the west, and Grand Canyon National Park to the south.

The BLM's objective with regard to air quality is to ensure that authorizations granted to use public lands and that the BLM's own management programs comply with and support local, State, and Federal laws, regulations, and implementation plans pertaining to air quality.

- AIR-1 The Monument will continue to be managed as a Prevention of Significant Deterioration Class II area designated by the Clean Air Act. All BLM actions and use authorizations will be designed or stipulated so as to protect air quality within the Monument and the Class I areas on surrounding Federal lands.
- AIR-2 Site specific project proposals affecting BLM and adjacent lands will be reviewed for compliance with existing air quality laws and policies. Mitigation will be incorporated into project proposals to reduce air quality degradation. Projects will be designed to minimize further degradation of existing air quality. New emission sources will be required to apply control measures to reduce emissions.
- AIR-3 Management ignited fires will comply with the State of Utah Interagency Memorandum of Understanding requirements to minimize air quality impacts from resulting particulates (smoke). This procedure requires obtaining an open burning permit from the State prior to conducting a management ignited fire.

### Archaeology

**“...Archeological inventories carried out to date show extensive use of places within the monument by ancient Native American cultures...Many more undocumented sites that exist within the monument are of significant scientific and historic value worthy of preservation for future study...” (Proclamation 6920, 1996)**

Monument lands contain an extensive array of varied, non-renewable prehistoric archaeological sites, including clusters of unique sites that represent contact between the Fremont and Anasazi, particularly in the Kaiparowits region. These “cultural





*Rock Art (photo by BLM)*

resources” are valued by Native American Indian tribes, local communities, the scientific community, private organizations and interested individuals from around the world. These sites represent an important record of prehistoric and historic cultures and events that have intrinsic value to contemporary Native American Indians who still have cultural, historic, and religious ties to these resources. Furthermore, these prehistoric sites provide opportunities to visitors for education and enjoyment.

The overall objective with respect to archaeological resources is to:

- identify, document, and protect the array of archaeological resources in the Monument,
- manage uses to prevent damage to archaeological resources,
- increase public education and appreciation of archaeological resources through interpretation, and
- facilitate appropriate research on archaeological resources such that the Monument is recognized as a laboratory for the preservation, study and appreciation of cultural heritage.

ARCH-1 The BLM will continue to inventory and conduct project compliance for archaeological resources. This will be done in order to evaluate their potential for protection, conservation, research, or interpretation. Cultural surveys in high-use areas, such as along trails and open routes, will be prioritized to ensure protection

of vulnerable resources. Beyond these areas, inventory and research efforts will be expanded to fill in the information gaps and complete research that will contribute to the protection of sites. Such research will be coordinated as part of the adaptive management framework discussed in Chapter 3. The BLM will use the information collected to create a better understanding of cultures and will work to showcase and preserve remnants of Native American Indian cultures within the Monument.

ARCH-2 Public education and interpretation will be emphasized to improve visitor understanding of archaeological resources and to prevent damage. Archaeological site etiquette information will be readily available to Monument visitors. Collaborative partnerships with Native American Indians, outfitters and guides, volunteers and universities will be pursued to document, preserve, study, monitor or interpret sites consistent with the overall objective of protecting archaeological resources.

ARCH-3 Traditional Cultural Properties are those sites recognized by contemporary Native American Indians as important to their cultural continuity. These sites will be identified, respected, preserved, and managed for continued recognized traditional uses. Consultation with appropriate Native American Indian communities will be a priority. Archaeological sites and Traditional Cultural Properties will be managed and protected from site degradation in accordance with appropriate laws and regulations.

## Fish and Wildlife

**“...The wildlife of the monument is characterized by a diversity of species...Wildlife, including neotropical birds, concentrate around the Paria and Escalante Rivers and other riparian corridors within the Monument...” (Proclamation 6920, 1996)**

To date, 362 species of vertebrate animals and 1,112 species of invertebrates have been identified as occurring within the boundaries of Grand Staircase–Escalante National Monument (GSENM). Given this number of species, the vastness of the

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Monument, and the Monument's connection to surrounding Federal lands, this area provides unique and relatively undisturbed habitat for wildlife. Encompassing nearly entire ecosystems within its boundaries, the Monument remains a refuge and a place to protect and study wildlife and associated habitats.

The Proclamation establishing the Monument states: "Nothing in this proclamation shall be deemed to diminish the responsibility and authority of the State of Utah for management of fish and wildlife, including regulation of hunting and fishing, on Federal lands within the Monument." At the same time, the Proclamation refers to the "outstanding biological resources" and "important ecological values" in the Monument. These resources, which encompass entire natural systems, including fish and wildlife habitat, are among those that the BLM has been given responsibility to manage and protect.

The BLM's objective in managing habitat is to:

- work in conjunction with the Utah Division of Wildlife Resources (UDWR) in managing fish, wildlife, and other animals to achieve and maintain natural populations, population dynamics, and population distributions in a way that protects and enhances Monument resources,
- work cooperatively with the UDWR to reestablish populations of native species to historic ranges within the boundaries of the Monument, and to take needed actions to protect and enhance the habitat of these native species,
- manage uses to prevent damage to fish and wildlife species and their habitats,



*Lizard (photo by Frank Jensen)*

- increase public education and appreciation of fish and wildlife species through interpretation, and
- facilitate appropriate research to improve understanding and management of fish and wildlife resources within the Monument.

- FW-1 To meet the above objectives, the BLM will manage habitats for the recovery or reestablishment of native populations through collaborative planning with local, State and Federal agencies, user groups, and interested organizations.
- FW-2 The BLM will work with the UDWR to meet the requirements of Executive Order 11312 on Invasive Species.
- FW-3 The BLM will continue to work with the UDWR to meet the goals described in adopted species management plans.
- FW-4 The BLM will place a priority on protecting riparian and water resources as they relate to fish and wildlife, and will work cooperatively with the U.S. Forest Service to coordinate maintenance of fisheries and flows.
- FW-5 The BLM will preserve the integrity of wildlife corridors, migration routes and access to key forage, nesting, and spawning areas by limiting adverse impacts from development in the Monument.
- FW-6 All proposed projects will be required to include a site assessment for impacts to fish and wildlife species. Appropriate strategies will be used to avoid sensitive habitat (i.e., construct barriers). Seasonal restrictions on visitor use could be implemented to protect crucial habitat and migration corridors.
- FW-7 Water developments may be constructed for wildlife purposes if consistent with the overall objectives for fish and wildlife and with the water development policy discussed in the **Water** section.
- FW-8 The BLM will continue to coordinate with the UDWR and other organizations to inventory for wildlife and to evaluate needs for habitat protection. Inventory and



research efforts will be targeted to fill information gaps on habitat needs. Such research will be coordinated as part of the adaptive management framework discussed in Chapter 3.

- FW-9 Public education and interpretation will be emphasized to improve visitor understanding of fish and wildlife species. Collaborative partnerships with volunteers and universities will be pursued to monitor and study biological resources consistent with the overall objective of protecting such resources.



*Calf Creek Canyon (photo by Larry Vensel)*

### Special Status Animal Species

In addition to the objectives listed above, the objective of the BLM's habitat management program is to work with State, local, and Federal partners to minimize or eliminate the need for additional listing of species under the Endangered Species Act, and to contribute to the recovery of species already listed as such. The BLM will take measures to promote the recovery and conservation of all special status animal species within the Monument (including Federally listed endangered and threatened species, candidate species, and State sensitive species). This will be in accordance with applicable Endangered Species Act of 1973 regulations (50CFR402) and BLM policy (6840 Manual, IM UT No. 97-66). Federally listed animal species are discussed in detail below. There are

currently no candidate animal species present within the Monument.

The BLM has consulted with the U.S. Fish and Wildlife Service (USFWS) throughout the planning process. On September 16, 1999, the BLM received a letter regarding the Proposed Management Plan. This letter concurred with the determination that actions in the Plan will not adversely affect listed species and will likely be beneficial to most, if not all, of those species (see Appendix 1 for consultation history). Consultation and coordination with the USFWS will be ongoing throughout implementation of this Plan for activities potentially affecting threatened and endangered species and their habitats.

- SSA-1 The BLM will continue to ensure that authorized actions do not jeopardize the continued existence of any special status animal species or result in the destruction or adverse modification of critical habitats.
- SSA-2 Consultation with the USFWS will occur when activities are proposed in areas with listed or candidate species. Coordination with the U.S. Forest Service, the UDWR, and the National Park Service will occur in areas where species cross jurisdictional lines. The BLM will work with these agencies to develop recovery plans, when needed, and to implement existing recovery plans for all listed species.
- SSA-3 Surface disturbing research activities will generally not be allowed in threatened or endangered species habitat. All scientific research projects in close proximity to listed species populations or habitat will be evaluated by Monument biologists, the USFWS, and appropriate experts prior to initiation to determine impacts to these populations or habitat. Any research project that may have an effect on populations of listed species will be coordinated with the USFWS and appropriate permits and Section 7 consultation will be completed as determined necessary. Projects which provide new information and understanding of listed species, their populations, and/or their habitat, may be allowed after approval by the BLM and the review and issuance of permits by the USFWS. All projects will be evaluated on a case-by-case basis.

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- SSA-4 Fuelwood cutting is restricted to designated areas, none of which occur in known nesting or roosting habitat. These areas are small in size and are unlikely to affect foraging activities of raptors or other listed species. Future identification of fuelwood cutting areas will consider listed animal populations and habitats prior to designation.
- SSA-5 Vegetation Restoration methods (as described in the **Vegetation** section) will not be allowed in areas where special status species roost or nest (unless consultation with USFWS indicates no effect or a beneficial effect to species).
- SSA-6 There will be an active noxious weed control program in the Monument (see the **Noxious Weed Control** section for related decisions). This program will focus on areas where habitat, including special status animal species habitat, is being lost due to changes in the water table and changes in vegetation structure and composition caused by noxious weeds. This weed control program will include the use of volunteer groups, BLM employees, county personnel, contractors, and adjacent agency personnel when appropriate. This program will target species in a prioritized manner. Priorities for weed control may include: invasiveness of the species, extent of invasion, sensitivity of the area being invaded, and accessibility. Special status animal species habitat jeopardized by noxious weed invasions will be a high priority for control efforts.
- SSA-7 BLM law enforcement personnel and increased field presence of BLM personnel will concentrate efforts in areas with special status species habitat in order to curb non-compliance activities. The BLM is pursuing cooperative agreements with each of the Sheriff departments in Kane and Garfield Counties to facilitate shared law enforcement and support for enforcing established closures.
- SSA-8 Livestock grazing allotments will be evaluated, and grazing as it relates to all endangered species will be addressed during this process. Evaluations will incorporate the latest research and information in the protection of species. Section 7 consultation will be conducted for all allotments that may affect listed species during the individual allotment evaluations. This process will provide protection

for listed and sensitive species as the evaluation will be site specific for each of the allotments.

- SSA-9 As described in the **Water** section, priority will be to maintain natural flows and flood events. The measures described in that section will be initiated to accomplish this goal. In addition, the maintenance of instream flows will provide adequate water for natural structure and function of riparian vegetation, which serves as habitat for many special status animal species.

The following additional measures will be applied to specific listed species in order to promote the protection and recovery of these species. Other measures may be implemented and some may be terminated, as deemed necessary through evaluation of monitoring data in conjunction with the adaptive management framework in Chapter 3.

#### *Endangered Fish*

- SSA-10 The Colorado pikeminnow (*Ptychocheilus lucius*) and razorback sucker (*Xyrauchen texanu*) are found in the Colorado River system and were more prevalent prior to the construction of Glen Canyon Dam. There are no known records of these two fish within the boundaries of the Monument, and recent surveys have not located these species in the Escalante River. Activity level environmental assessments will be required before the use of any chemical substances that may reach Lake Powell through the Escalante River.

#### *Bald Eagle (Haliaeetus leucocephalus)*

The Northern States Bald Eagle Recovery Plan for the bald eagle was prepared in 1983, providing a strategy for the recovery of this species. Successful recovery of this species in much of its original range (most of North America) has initiated efforts to remove this species from the threatened species list. Regardless of the results of these efforts, the wintering habitat of this species in the Monument will be protected from actions that may contribute to its decline, and actions that promote recovery and conservation will be encouraged.

- SSA-11 If recreation activities (e.g., hiking, camping, backpacking) are determined to impact known roost



sites, allocations and/or group size restrictions or other measures will be implemented to reduce disturbance. If allocations and group size limits are implemented, they will be developed in accordance with the **Group Size** and **Recreation Allocation** provisions of this Plan.

- SSA-12 Trail construction will generally be limited to the Frontcountry and Passage Zones. Project level assessments and consultation with the USFWS will be completed before construction of any trails that are in close proximity to eagle roost sites. Designated primitive camping areas, picnic areas, and trailheads will not be located in areas of known roost sites for bald eagles. Every effort will be made to protect potential roosting areas in the Monument from human disturbance activities.
- SSA-13 The use of poisons for Wildlife Services (Animal Damage Control) purposes will not be permitted in the Monument due to safety concerns and potential conflicts with Monument resources including bald eagles. All control will be coordinated with Wildlife Services, as described in the **Wildlife Services** section of this chapter. Control actions by the State of Utah, or actions taken under State law by private citizens, are not affected by this provision.



Bald Eagle (photo by BLM)

### *Peregrine Falcon (Falco peregrinus)*

An American Peregrine Falcon Recovery Plan (Rocky Mountain Southwest Populations) was prepared in 1984 which outlined the recovery of this species in this part of the country. Due in large part to recovery efforts, they now breed from non-Arctic Alaska to southern Baja California, central Arizona and Mexico (locally), and their eastern limit presently follows the eastern front of the Rocky Mountains. The return of this species to much of its historic range has prompted efforts to remove the peregrine from the endangered species list [Federal Register (Vol. 63, No. 165) August 26, 1998, pp. 45446-45463]. On August 25, 1999 the peregrine falcon was removed from the endangered species list [Federal Register (Vol. 64, No. 164) August 25, 1999, pp. 46542-46558]. Regardless, peregrine falcon habitat in the Monument will be protected from actions that may contribute to the decline of this species. Actions which promote recovery and conservation will be encouraged.

- SSA-14 If recreation activities (e.g., hiking, camping, backpacking) are determined to impact known nest sites, allocations and/or group size restrictions or other measures will be implemented to reduce disturbance. If allocations and group size limits are implemented, they will be developed in accordance with the **Group Size** and **Recreation Allocation** provisions of this Plan.
- SSA-15 Trail construction will generally be limited to the Frontcountry and Passage Zones. Project level assessments and consultation with the USFWS will be completed before construction of any trails within 1 mile of falcon nest sites. Designated primitive camping areas, picnic areas, and trailheads will not be located within 1 mile of known falcon nests, unless consultation with USFWS determines that impacts to nesting birds will not occur. This 1 mile buffer is recommended in the "Utah Field Guide for Raptor Protection from Human and Land Use Disturbances" (USFWS, 1999).
- SSA-16 Criteria for designation of climbing areas will be established for the Monument. These criteria will not allow climbing areas to be designated in known peregrine falcon nest sites. If new sites are identified as occupied for nesting in areas designated for climbing, seasonal closures will be established in those areas to assure that disturbance of nesting activities does not occur.

#### *Mexican Spotted Owl (Strix occidentalis lucida)*

A recovery plan for the Mexican spotted owl was prepared by the Southwest Region of the USFWS in 1995. No critical habitat has been designated for the spotted owl. Spotted owls and their habitat within the Monument will be protected from impacts which might contribute to their decline and actions which promote recovery and conservation will be encouraged.

- SSA-17 Fires have played only a small role in the recent history of vegetation in the Monument. Thus, the potential for large fires, which will remove foraging habitat for the owl, are minimal. Fire suppression activities may have a greater impact than allowing fire to burn in an area. With this in mind, suppression activities will be evaluated by fire resource advisors prior to implementation to provide appropriate protection measures in spotted owl habitat.
- SSA-18 If recreation activities (e.g., hiking, camping, backpacking) are determined to impact known nest sites, allocations and/or group size restrictions or other measures will be implemented to reduce disturbance. If allocations and group size limits are implemented, they will be developed in accordance with the **Group Size** and **Recreation Allocation** provisions in this Plan.
- SSA-19 Trail construction will generally be limited to the Frontcountry and Passage Zones. Project level assessments and consultation with the USFWS will be completed before construction of any trails that are in close proximity to owl nest sites. Designated primitive camping areas, picnic areas, and trailheads will not be located within  $\frac{1}{2}$  mile of known spotted owl nesting, unless consultation with USFWS determines that impacts to nesting birds will not occur. This  $\frac{1}{2}$  mile buffer is recommended in the "Utah Field Guide for Raptor Protection from Human and Land Use Disturbances" (USFWS, 1999).
- SSA-20 Criteria for designation of climbing areas will be established for the Monument. These criteria will not allow climbing areas to be designated in known Mexican spotted owl nest sites. If new nest sites are identified in

areas designated for climbing, seasonal closures will be established in those areas to assure that disturbance of nesting activities does not occur.

- SSA-21 A comprehensive inventory for spotted owls in the Monument was begun in 1999. This is a multi-year project that will look at occurrence of owls, current habitat, and potential habitat (i.e., habitat that is potential if modifications were made to that habitat). After the surveys are completed, the BLM will designate protected activity centers in accordance with the recovery plan. Activities such as recreational use in these protected areas may be limited (as described in SSA-18) to help protect this species.

#### *Southwestern Willow Flycatcher (Empidonax traillii extimus)*

For the purposes of the Endangered Species Act, all breeding southwestern willow flycatchers in GSENM are endangered southwestern willow flycatchers. Non-breeding southwestern willow flycatchers confirmed outside the June 22 to July 10 window may or may not be endangered willow flycatchers. No recovery plan has been prepared for this species, but efforts are underway to complete a recovery plan. Critical habitat was not designated for this species when it was listed. Actions which promote the recovery and conservation of this species and habitat will be encouraged.

- SSA-22 A comprehensive inventory for southwestern willow flycatcher populations in the Monument was begun in 1999. This is a multi-year project that will look at occurrence of southwestern willow flycatchers, current habitat, and habitat that is potential if modifications are made. This inventory will help to identify some of the impacts that are occurring in the area, which will help the BLM determine when and where limits on activities (such as recreational use) need to be implemented to protect the southwestern willow flycatcher.

#### *California Condor (Gymnogyps californianus)*

On October 16, 1996 the USFWS reintroduced the California condor into northern Arizona/southern Utah and designated this population as nonessential and experimental under section 10(j) of



the Endangered Species Act [Federal Register (Vol. 61, No. 202) October 16, 1996, pp. 54044-54060]. The purpose of this population is to establish a second non-captive population, spatially disjunct from the southern California population as part of the recovery for this species. An agreement between the counties in Utah and the USFWS outlines a positive working relationship, and stipulates that reintroduction would not impact current or future land use planning.

SSA-23 Although Section 7 consultation is not required for this species, the USFWS and the BLM agree that it is appropriate and desirable to discuss this species. Efforts will be made to protect potential habitat for this species and to limit activities which may be detrimental to their existence in cooperation with the counties and the USFWS.

### *Kanab Ambersnail (Oxyloma hadeni kanabensis)*

A recovery plan for the Kanab ambersnail was prepared in 1995. In Utah, the ambersnail is known to exist in two small populations in Kanab Creek and a new location near the “Best Friends Sanctuary” just outside Kanab (Meretsky, personal communication, 1998). Although Kanab Creek is a drainage not connected to the Monument, there is the potential for this species to occur within the Monument. Surveys for this species were initiated in 1999. Surveys are being conducted in potential habitat, moist seeps, and along water courses in the Monument.

SSA-24 Actions will be taken to improve identified habitat as consistent with the recovery plan objectives. Actions may include assuring flows in appropriate streams and seeps by removing non-native plants affecting the water table and reducing impacts from visitors and/or livestock. Surveys will also identify current habitat and habitat that is potential if modifications are made.

## Geology

“...The monument is a geologic treasure of clearly exposed stratigraphy and structure...” (Proclamation 6920, 1996)

Ranging in age from Permian through Quaternary, the sedimentary rocks and surficial deposits within the Monument record nearly 270

million years of the geologic history. These geologic strata are important for the outstanding research opportunities that they present and for the scenic beauty that they create.

The overall objective with respect to geologic resources is to:

- manage uses to prevent damage to the geomorphologic features (small-scale expressions of geological processes) and manage uses to minimize activities in high-hazard areas,
- increase public education and appreciation of geologic resources through interpretation, and
- facilitate appropriate geologic research to improve understanding of geologic processes within the Monument.

GEO-1 Efforts to inventory and assess the potential for geologic hazards as they might relate to visitor safety, visitor facilities, rights-of-way, communication sites, and transportation routes will continue.

GEO-2 Visitor activities could be restricted in high-hazard areas or in areas where damage to sensitive geomorphologic features may occur. Examples include restrictions on camping in known flood channels, debris basins, or sensitive soil areas.

GEO-3 The design or placement of designated primitive camping areas, trailheads, or communication structures may be



Formations near Cottonwood Road (photo by Jerry Sintz)

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affected by geologic hazards. Prior to construction of any of these facilities, surveys will be conducted to assess impacts to geologic resources in the Monument.

### History

**“...The monument has a long and dignified human history; it is a place where one can see how nature shapes human endeavors in the American West, where distance and aridity have been pitted against our dreams and courage...” (Proclamation 6920, 1996)**



*Pahreah Townsite (photo by Jerry Sintz)*

The distances, aridity, cliffs, and terraces have indeed shaped the communities which are located on the periphery of the Monument. It is, in fact, these factors that severely limited historic era settlement *within* the boundaries of GSENM and produced the landscape we see today. The Monument is surrounded by a number of communities that were established between the 1860s and the 1880s by Mormon settlers looking for new resources and lands to support their families. Early Mormon pioneers left many historic objects. These include trails, inscriptions, remnants of old towns (such as the Old Pahreah townsite), cabins, and cowboy line camps. They also constructed and traversed the renowned Hole-in-the-Rock Trail as part of their epic colonization efforts. Mormon settlers built homes, developed dams, reservoirs and irrigation systems, and established cemeteries around and within the Monument. Evidence of many of these still exists.

While many of the historic sites within the Monument are well known, many of the physical characteristics of the sites, the oral histories and folklore of the sites and landscapes remain largely undocumented. The overall objective with respect to historic resources is to:

- identify, document, and protect the historic resources of the Monument,
- manage uses on the Monument to prevent damage to historical resources,
- increase public education and appreciation of historic resources through interpretation, and
- facilitate appropriate research on historic resources so that the Monument is recognized as an outdoor classroom and laboratory for the preservation, study, and appreciation of cultural heritage.

HIST-1 In order to protect important historic resources, the BLM will continue to inventory the Monument to identify historic resources and to evaluate their potential for conservation, research, or interpretation. This will include efforts to evaluate historic and cultural properties for nomination to the National Register of Historic Places. Surveys in high-use areas such as along trails and open routes will be prioritized to ensure protection of vulnerable resources. Beyond these areas, inventory and research efforts will be expanded to fill in the information gaps and complete research that will contribute to protection of sites. Such research will be coordinated as part of the adaptive management framework discussed in Chapter 3.

HIST-2 All proposed projects will be required to include a site inventory for historic resources, and appropriate strategies will be used to protect sensitive sites. This will include avoiding the site altogether, restricting access to the sensitive resource (i.e., construct barriers), interpreting the resource, stabilizing the resource, or as a last resort, excavating and curating the resource.

HIST-3 The BLM will establish continuing collaborative programs with local communities, organizations, local and State agencies, Native American Indian communities, outfitters and guides, volunteers, and other



interested parties. This will be done in order to identify, inventory, monitor, and develop and implement plans for the restoration, stabilization, protection, and/or interpretation of appropriate sites and resources within the Monument. The collaborative programs will include the continuation of the current Oral History Program in cooperation with local communities. The Oral History Program focuses on the collection of histories from local residents and people knowledgeable about the region. The BLM will use the information collected to create a better understanding of cultures and communities and will work to showcase the histories of the local communities as part of the “long and dignified history” of the Monument.

## Paleontology

“...The monument includes world class paleontological sites...”  
(Proclamation 6920, 1996)



*Wolverine Petrified Wood Area (photo by Larry Vensel)*

Monument lands contain widespread and varied paleontological resources. Paleontological sites contain a wealth of information about prehistoric life and environments during the last part of the Paleozoic Era (about 270 million years ago) as well as throughout the Mesozoic Era (245 to 66 million years ago). The sequence of

rocks found on the Kaiparowits Plateau contains one of the best and most continuous records of Late Cretaceous terrestrial life in the world. Monument paleontological resources are important to members of the scientific community as well as academic institutions, private organizations, and other interested individuals from around the world. These sites also provide opportunities to visitors for education and enjoyment.

The overall objective with respect to paleontological resources is to:

- protect the abundant paleontological resources in the Monument from destruction or degradation,
- manage uses to prevent damage to paleontological resources in the Monument,
- increase public education and appreciation of paleontological resources through interpretation, and
- facilitate appropriate paleontological research to improve understanding of paleontological resources within the Monument.

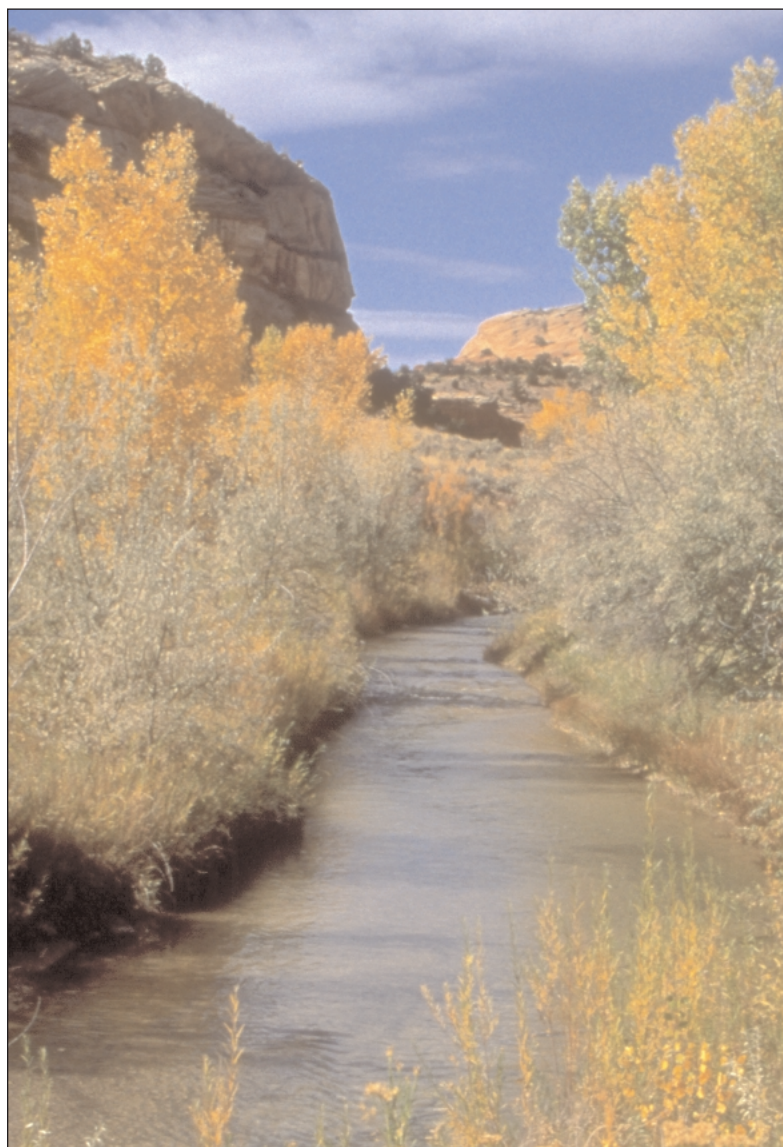
PAL-1 The BLM will continue to inventory the Monument for paleontological resources and evaluate their potential for protection, conservation, research, or interpretation. High-use areas within the Monument will have high priority for inventory efforts. Beyond high-use areas, inventory and research efforts will be expanded to fill in the information gaps on formations and other information needs. Such research will be coordinated as part of the adaptive management framework discussed in Chapter 3.

PAL-2 A monitoring program will be used to assess management needs of sensitive sites and areas. All proposed projects will be required to include a paleontological site inventory, and appropriate strategies will be used to avoid sensitive sites, restrict access to the sensitive resource (i.e., construct barriers), or as a last resort, excavate and curate the resource.

PAL-3 Public education and interpretation will be emphasized to improve visitor understanding of paleontological resources and to prevent damage. Collaborative partnerships with volunteers, universities, and other research institutions will be pursued to document, preserve, monitor or interpret sites consistent with the overall objective of protecting paleontological resources.

#### Riparian

“...Wildlife, including neotropical birds, concentrate around the Paria and Escalante Rivers and other riparian corridors within the monument....” (Proclamation 6920, 1996)



*Escalante River (photo by Jerry Sintz)*

Riparian areas, though totaling less than 1 percent of the total lands in the Monument, are some of the most productive, ecologically valuable, and utilized areas. The Riparian-Wetland Initiative for the

1990s established National goals and objectives for managing riparian-wetland resources on public lands. One goal is to provide the widest variety of vegetation and habitat diversity for wildlife, fish, and watershed protection.

The overall objective with respect to riparian resources within the Monument is to manage riparian areas so as to maintain or restore them to properly functioning conditions and to ensure that stream channel morphology and functions are appropriate to the local soil type, climate, and landform.

Besides the general provisions that are provided elsewhere for use management, the following provisions apply to riparian areas. These provisions provide for the protection of these areas, as recognized in the Proclamation:

- RIPA-1 Special status species habitat and ecological processes will be evaluated in all future riparian assessments.
- RIPA-2 All segments of riparian habitat previously inventoried will be reassessed as part of the grazing allotment assessments. Furthermore, riparian areas that have not been previously evaluated will be scheduled for assessment within three years commencing on the first July 1 following approval of the Plan, as part of the grazing evaluation schedule.
- RIPA-3 Monitoring of riparian resource conditions will be established to determine when actions should be taken to ensure movement towards proper functioning condition on all riparian stream segments in the Monument.
- RIPA-4 Communication sites, and utility rights-of-way will avoid riparian areas whenever possible.
- RIPA-5 Vegetation restoration methods (described in the **Vegetation** section of this chapter) will not be allowed in these areas, unless needed for removal of noxious weed species or restoration of disturbed sites. In these circumstances, consultation with the GSENM Advisory Committee will be used to determine the most appropriate control and restoration methods to ensure proper protection.



- RIPA-6 The noxious weed control program will target invasive species such as tamarisk and Russian olive, which will improve riparian functioning condition.
- RIPA-7 New recreation facilities will be prohibited in riparian areas, except for small signs for resource protection.
- RIPA-8 Trails will be kept out of riparian areas wherever possible. Where this is not possible, trails will be designed to minimize impacts by placing trails away from streams, using soil stabilization structures to prevent erosion, and planting native plants in areas where vegetation has been removed.
- RIPA-9 Group size limits, beyond the restrictions provided in the various zones, may be imposed in these areas.

## Soils and Biological Soil Crusts

**“...Fragile cryptobiotic crusts, themselves of significant biological interest, play a critical role throughout the monument, stabilizing the highly erodible desert soils and providing nutrients for plants...” (Proclamation 6920, 1996)**



*Biological Soil Crusts (photo by Kelly Rigby)*

Conservation of soil resources is important, as soil, combined with water, provides the base of support for life within the Monument. Soils in arid and semiarid regions are particularly critical to

sustaining ecosystems because they can be more vulnerable to degradation from a number of natural and artificially induced disturbances.

Often referred to as cryptobiotic, cryptogamic, microbiotic, or cyanobacterial-lichen soil crusts, biological soil crusts consist of lichens, mosses, and algae usually binding a matrix of clay, silt, and sand. Biological soil crusts are formed by living organisms and their by-products, creating a surface crust of soil particles bound together by organic materials (USDA, 1997). Biological soil crusts, which are widespread but not pervasive, play an important ecological role in the Monument in the functioning of soil stability and erosion, atmospheric nitrogen fixation, nutrient contributions to plants, soil-plant-water relations, seedling germination, and plant growth.

The overall objective with respect to soil resources within the Monument is to:

- manage uses to prevent damage to soil resources and to ensure that the health and distribution of fragile biological soil crusts is maintained or improved,
- increase public education and appreciation of soils and biological soil crusts through interpretation, and
- facilitate appropriate research to improve understanding and management of soil resources and biological soil crusts.

SOIL-1 The BLM will apply procedures to protect soils from accelerated or unnatural erosion in any ground-disturbing activity, including route maintenance and restoration. The effects of activities such as grazing developments, mineral exploration or development, or water developments will be analyzed through the preparation of project specific National Environmental Policy Act (NEPA) documents. This process will include inventories for affected resources and the identification of mitigation measures.

SOIL-2 Prior to any ground disturbing activity, the potential effects on biological soil crusts will be considered and steps will be taken to avoid impacts on their function, health, and distribution. Long-term research toward preservation and restoration of soils will be part of the adaptive management framework described in Chapter 3.

### Management Plan

Further research will be conducted on these crusts, and the results interpreted for management and education purposes.

### Vegetation

“...The blending of warm and cold desert floras, along with the high number of endemic species, place this area in the heart of perhaps the richest floristic region in the Intermountain West...” (Proclamation 6920, 1996)



*Escalante Desert (photo by Frank Jensen)*

The blending of three floristic provinces in the Monument provides the potential for a high degree of plant diversity. Steep canyons, limited water, seasonal flood events, unique and isolated geologic substrates, and large fluctuations in climatic conditions have all influenced the composition, structure, and diversity of vegetation associations of this region. The potential is great for research on many aspects of these vegetation associations, and protection of these areas is a primary concern in the management of the Monument.

With this in mind, the Monument will be managed to achieve a natural range of native plant associations. Management activities will not be allowed to significantly shift the makeup of those

associations, disrupt their normal population dynamics, or disrupt the normal progression of those associations.

Additionally, the BLM will work to:

- increase public education and appreciation of vegetation through interpretation,
- facilitate appropriate research to improve understanding and management of vegetation, and
- protect unique vegetation associations such as hanging gardens and relict plant associations

VEG-1 The BLM will place a priority on the control of noxious weed species and prevent the introduction of new invasive species in conjunction with Kane and Garfield Counties and the adjacent U.S. Forest Service and National Park Service units. Further, in keeping with the overall vegetation objectives and Presidential Executive Order 11312, native plants will be used as a priority for all projects in the Monument (see the **Noxious Weed Control** section for related decisions).

VEG-2 The BLM will continue to coordinate with other organizations to inventory the Monument and evaluate the need for vegetation protection strategies. Such research will be coordinated as part of the implementation and adaptive management framework outlined in Chapter 3, and the



*Cactus (photo by Jerry Sintz)*



results will be interpreted for management and public education purposes.

- VEG-3 All proposed developments or surface disturbing activities will be required to include a site assessment for impacts to vegetation. Appropriate strategies will be used to avoid sensitive vegetation associations, and restoration provisions will be included in projects (see the **Restoration and Revegetation** section for related decisions).

## Special Status Plant Species

In addition to the vegetation management objectives stated previously, the BLM will take measures to promote the recovery and conservation of all special status plant species within the Monument (including Federally listed endangered and threatened species, candidate species, and State sensitive species). This is in accordance with applicable Endangered Species Act of 1973 regulations (50 CFR 402) and BLM policy (6840 Manual, IM UT No. 96-69). Federally listed plant species are discussed in detail below. There are currently no candidate plant species present within the Monument. The BLM will continue to ensure that actions authorized do not jeopardize the continued existence of any special status plant species or result in the destruction or adverse modification of critical habitats.

The BLM has consulted with the USFWS throughout the planning process. On September 16, 1999, the BLM received a letter regarding the Proposed Management Plan. This letter concurred with the determination that actions in the Plan will not adversely affect listed species and will likely be beneficial to most, if not all, of those species (see Appendix 1 for consultation history). The USFWS found that the Plan will affect, but is not likely to jeopardize the continued existence of, the Ute ladies'-tresses, provided the conservation measures in the Biological Assessment and this Management Plan are taken. Consultation and coordination with the USFWS will be ongoing throughout implementation of this Plan for activities potentially affecting threatened and endangered species and their habitats.

- SSP-1 The BLM will continue to consult with the USFWS to ensure that actions authorized by the BLM do not jeopardize the continued existence of any Federally listed plant species or result in the destruction or adverse

modification of critical habitats. Coordination with the U.S. Forest Service, the Utah Division of Wildlife Resources' Natural Heritage Program, and the National Park Service will also occur in areas where plant species cross jurisdictional lines. The BLM will work with these agencies to develop recovery plans, when needed, and to implement existing recovery plans for all listed species.

- SSP-2 No exceptions for cross-country vehicular travel will be made in known habitat or locations of sensitive plant species.
- SSP-3 Surface disturbing research activities will generally not be allowed in threatened or endangered plant species habitat. All scientific research projects in close proximity to listed species populations or habitat will be evaluated by Monument biologists, the USFWS, and appropriate experts prior to initiation to determine impacts to these populations or habitat. Any research project which may have an effect on populations of listed species will be coordinated with the USFWS and appropriate permits and Section 7 consultation will be completed as determined necessary. Projects which provide new information and understanding of listed species, their populations and/or their habitat, may be allowed after approval by the BLM and the review and issuance of permits by the USFWS. All projects will be evaluated on a case-by-case basis.
- SSP-4 The allotment evaluation process will address the protection of endangered species, including the incorporation of the latest research and information in the protection of these species, consistent with the BLM-wide grazing permit review process. Section 7 consultation will be conducted for all allotments that may affect listed species.
- SSP-5 Future fuelwood cutting areas will not be designated in listed plant populations (see the **Forestry Products** section for related decisions).
- SSP-6 Areas with threatened or endangered plants will be targeted for noxious weed control activities as a first priority. BLM employees or contractors with appropriate certification will be responsible for use of chemicals in noxious weed

### Management Plan

removal efforts, and will take precautions to prevent possible effects to non-target species.

- SSP-7 Public education about protection of these species will be an integral part of projects and will be provided in interpretive displays and handouts at project sites and visitor centers around the Monument. Information will also be included on the Monument website.
- SSP-8 BLM law enforcement personnel and increased field presence of BLM personnel will concentrate efforts in areas with special status species habitat in order to curb non-compliance activities. The BLM is pursuing cooperative agreements with each of the Sheriff departments in Kane and Garfield Counties to facilitate shared law enforcement and support for enforcing established closures.
- SSP-9 Communication sites, utility rights-of-way, and road rights-of-way will not be permitted in known special status species populations. As permits are granted for these sites and rights-of-way, surveys will be completed to determine the presence of special status species in the area. If they are found, these activities will be moved to another location.
- SSP-10 Reseeding or surface disturbing restoration after fires will not be allowed in areas with special status plant species. Natural diversity and vegetation structure will provide adequate regeneration. Management ignited fires will also not be allowed in these areas unless consultation with the USFWS indicates that fire is necessary for the protection and/or recovery of listed species.

The following additional measures will be applied to specific listed species in order to promote the protection and recovery of these species. Other measures may be implemented and some may be terminated, as deemed necessary through evaluation of monitoring data in conjunction with the adaptive management framework described in Chapter 3.

#### *Jones' Cycladenia* (*Cycladenia humilis* var. *jonesii*)

- SSP-11 There are oil and gas leases in the area where Jones' Cycladenia grows, some of which have been suspended.

These leases expire by the year 2003 if no action is taken to develop them. There is limited potential for the development of these leases prior to their expiration. Stipulations to prevent impacts to these populations through avoidance or other conservation measures (after consultation with the USFWS) will be placed on any permits to drill for oil and gas. There are currently no mining or mineral operations in the area that will affect this population of plants or its habitat.

- SSP-12 Inventories to locate new populations of this species will be conducted to provide more accurate information on distribution and to facilitate protection and recovery.

#### *Kodachrome Bladderpod* (*Lesquerella tumulosa*)

- SSP-13 As described in the **Transportation and Access** section, cross-country vehicle travel is prohibited. There is one route open in the Kodachrome bladderpod area. This route will be open to street legal vehicles only.
- SSP-14 Physical barriers as well as "closed" signs may be placed in strategic locations to prevent access into areas where the Kodachrome bladderpod grows. Restoration in closed areas may occur to eliminate impacts and return the area to pre-disturbance condition. Monitoring will continue in order to determine effects of closures and to measure the resilience of the population.
- SSP-15 Additional monitoring sites will be developed in strategic locations to measure impacts to the population, following established protocols. If, through monitoring, impacts to the population from visitors are identified, visitor allocations or other measures will be imposed to eliminate any further impacts from increased visitation and use. Group size and numbers of groups allowed in the area, as well as the types of activities allowed, could be limited.
- SSP-16 Trails, parking areas, or other recreations facilities will not be allowed in the Kodachrome bladderpod population.
- SSP-17 Camping, overnight stays, and campfires will not be allowed in the Kodachrome bladderpod population.



*Ute Ladies'-tresses (Spiranthes diluvialis)*

- SSP-18 The information in the **Water** section describes a strategy for assuring water availability. Under that strategy, priority will be to maintain natural flows and flood events. In addition, the maintenance of instream flows will provide adequate water for natural structure and function of riparian vegetation. Ute ladies'-tresses relies on these natural flood events to colonize new areas and maintain healthy and viable populations.
- SSP-19 Surveys for this species were initiated the 1999 growing season and results of this survey will be used to determine any further actions.
- SSP-20 Appropriate actions will be taken to prevent trampling of the plants by visitors in high-use areas. These actions may include replanting native vegetation or construction of barriers.
- SSP-21 Areas may be closed if necessary to protect these plants. Barriers will be constructed and restoration work initiated to stabilize the soil and banks and provide the best possible habitat for this plant.
- SSP-22 No expansion of current or new facilities will be permitted where this plant grows.
- SSP-23 Existing trails in areas where this plant grows will be relocated away from the plants and potential habitat when possible. These protection measures apply to current as well as future potential habitat areas for this species.
- SSP-24 Interpretive materials will be developed to educate the public about Ute ladies'-tresses and the actions being implemented to protect it.
- SSP-25 Restoration of the current social trails in known populations will be initiated, including obliteration of the trail by planting native species, and moving soil to return the area to its natural grade. Group size restrictions, allocations, or other measures will be initiated if continued monitoring indicates that visitor use in the area is causing impacts.



*Ferns, Death Hollow (photo by Jerry Sintz)*

### Relict Plant Communities and Hanging Gardens

Relict plant communities are areas that have persisted despite the pronounced warming and drying of the interior west over the last few thousand years (Betencourt, 1984) and/or have not been influenced by settlement and post-settlement activities (such as domestic livestock grazing). This isolation, over time and from disturbance, has created unique areas that can be used as a baseline for gauging impacts occurring elsewhere in the Monument and on the Colorado Plateau.

Hanging gardens occur where ground water surfaces along canyon walls from perched water tables or from bedrock fractures. The existence of hanging gardens is dependent on a supply of water from these underground water sources. The geologic and geographic conditions for hanging gardens exist throughout southern Utah (Welsh and Toft, 1981), including in the Monument. Due to the conditions of isolation produced in hanging gardens, there is a potential for unique species in these areas.

In addition to the general provisions provided elsewhere for use management, the following provisions apply to hanging gardens and relict areas. These provisions provide for the protection of these areas, as recognized in the Proclamation:

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- RHG-1 Vegetation restoration methods (described in the next section) will not be allowed in these areas, unless needed for removal of noxious weed species. In these circumstances, consultation with the GSENM Advisory Committee will be used to determine the most appropriate control methods to ensure proper protection.
- RHG-2 No new water developments will be authorized in these areas. Maintenance activities will be allowed if these resources are not affected.
- RHG-3 Surface disturbing research will not be allowed in these areas.
- RHG-4 Parking areas or other recreation facilities will not be allowed in these areas.
- RHG-5 Camping, overnight stays, and campfires in these areas will not be allowed.
- RHG-6 Group size limits may be imposed in relict plant areas to restrict use beyond the restrictions provided in the various zones. Most of these areas occur in the Primitive Zone which has limits of 12 people and 12 pack animals.
- RHG-7 Pack animals will not be allowed in relict plant areas.
- RHG-8 Communication sites and utility rights-of-way will not be allowed in these areas.
- RHG-9 Inventories, modeling, and field investigations for both relict plant communities and hanging gardens will be conducted. Current information on the location of these associations in the Monument is largely anecdotal and may change following consideration of inventory data.

### Vegetation Restoration Methods

A variety of vegetation restoration methods may be used to restore and promote a natural range of native plant associations in the Monument. Methods and projects which do not achieve this objective or which irreversibly impact Monument resources will not be permitted. Vegetation restoration methods fall into four broad categories: mechanical, chemical, biological, and management ignited fires. Each of these methods will be used in accordance

with the overall vegetation objectives discussed above, and progress towards these objectives will be monitored as part of the adaptive management framework described in Chapter 3.

- RM-1 Mechanical methods, including manual pulling and the use of hand tools (e.g., chainsaws, machetes, pruners) may be allowed throughout the Monument.
- RM-2 The use of machinery (e.g., roller chopping, chaining, plowing, discing) may be allowed in all zones except the Primitive Zone. Chaining has been used in the past to remove pinyon and juniper prior to reseeding with perennial grasses. Due to the potential for irreversible impacts to other Monument resources, such as archaeological sites and artifacts, and paleontological resources, this treatment method will not be used to remove pinyon and juniper. It may be allowed to cover rehabilitation seed mixes with soil after wildfires only where:
- noxious weeds and invasive non-native species are presenting a significant threat to Monument resources or watershed damage could occur if the burned area is not reseeded,
  - it can be demonstrated that Monument resources will not be detrimentally affected (i.e., completion of full archaeological, paleontological, threatened and endangered species and other resource clearance and consultation),
  - it is determined that seed cover is necessary for the growth of the native species proposed for seeding, and
  - other less surface disturbing measures of covering seed are not available or cannot be applied in a timely manner.

Visual impacts of chaining will also be minimized near routes and other points of concern by covering the native seed mix with harrows or light chains. The GSENM Advisory Committee will be consulted before the use of machinery for treatments is permitted.

- RM-3 Livestock grazing after native seedlings are established will be modified to ensure the survival of the native plants. The livestock exclusion period required to allow full establishment of seeded native species and recovery of surviving native plants after a wildfire may be more than



two years. Site evaluation will be required to determine when the native seedlings should be grazed again and the effectiveness of the current or new grazing system on the persistence of native plants.

- RM-4 Chemical methods will generally be restricted to the control of noxious weed species, and are discussed in that section. The use of chemicals may also be allowed in conjunction with research projects and must lead to the achievement of the overall vegetation objectives. These activities will be approved as determined appropriate through consultation with the GSENM Advisory Committee.
- RM-5 Biological control will be used exclusively for control of noxious or exotic weed species.
- RM-6 Management ignited fire is the vegetation restoration method most likely to be used in the Monument. This method will be used when fire has been documented to historically occur in an area, and where various factors have prevented natural fire cycles from occurring. In these circumstances, management ignited fires may be used, and will attempt to simulate natural fire intensity and timing. Specific objectives for all management ignited fires will be developed prior to its use in the Monument. All fire activities will be conducted and coordinated with appropriate fire management personnel, as provided for in the Color Country Interagency Fire Management Area annual operating plan.
- RM-7 With all of the methods described above, vegetation monitoring plots will be established to determine the effectiveness of the treatments in achieving management objectives and to provide baseline data of overall change. This monitoring will include species frequency, density, and distribution data, and will be part of the overall adaptive management framework described in Chapter 3.

### Noxious Weed Control

- NW-1 The BLM will control noxious weeds in accordance with National and State policies and directives. Control of noxious weeds is also a priority to achieve the overall vegetation objectives stated above.
- NW-2 Projects will be designed in conjunction with Kane and Garfield Counties and adjacent U.S. Forest Service and National Park Service staffs. With this strategy the BLM hopes to control noxious weed species and prevent introduction of new invasive species into the Monument and surrounding ecosystems.
- NW-3 An array of methods will be used as appropriate for the control of specific noxious weed species. These methods include: the use of chemicals (aerial spraying, hand spraying, and painting), hand cutting, biological control agents, and manual pulling. Each of these methods has a place in the control of these invasive species and will be evaluated for their effectiveness as eradication projects are designed.
- NW-4 BLM employees or contractors with appropriate certification will be responsible for use of these chemicals and will take precautions to prevent possible effects to non-target plant species.
- NW-5 Aerial chemical applications may only be used in limited circumstances where:
- accessibility is so restricted that no other alternative means is available,
  - it can be demonstrated that non-target sensitive species or other Monument resources will not be detrimentally affected, and
  - noxious weeds are presenting a significant threat to Monument resources.
- The GSENM Advisory Committee will be consulted before the aerial application of chemicals is permitted.
- NW-6 The noxious weed control program will target species in a prioritized manner. Priorities for weed control may include: invasiveness of the species, extent of invasion, sensitivity of the area being invaded, and accessibility. Areas with special status species habitat will have a high priority for weed removal. Project level environmental assessments or other NEPA analysis will be completed prior to noxious weed removal project initiation.
- NW-7 In addition to strategies for control of established noxious weeds, it is also imperative to reduce the introduction of

### Management Plan

noxious weed species as stated in Presidential Executive Order (EO 11312) on invasive species. Cooperative programs established for control of these species will also help identify potential new invasions before area-wide establishment has occurred. There are two policies which will help to reduce potential noxious weed introduction.

- First, the BLM requires that all hay used on BLM lands be certified weed free. This is a statewide policy which applies to the Monument, as well as all other BLM lands in the State of Utah.
- Second is the requirement that all machinery that has been used outside the Monument be cleaned prior to use in the Monument. This provision generally applies to contract equipment used for projects such as construction of facilities and firefighting equipment. Both of these provisions will help reduce the introduction and spread of noxious weed species in the Monument.

NW-8 For major removal projects, monitoring plots will be established in key areas to determine effectiveness of methods and presence of noxious weed species. All projects will contain restoration and/or revegetation protocols to minimize re-colonization of treated areas by noxious weed species. Monitoring in these areas will be part of the adaptive management framework described in Chapter 3.



*Vermilion Cliffs (photo by Jerry Sintz)*

### Forestry Products

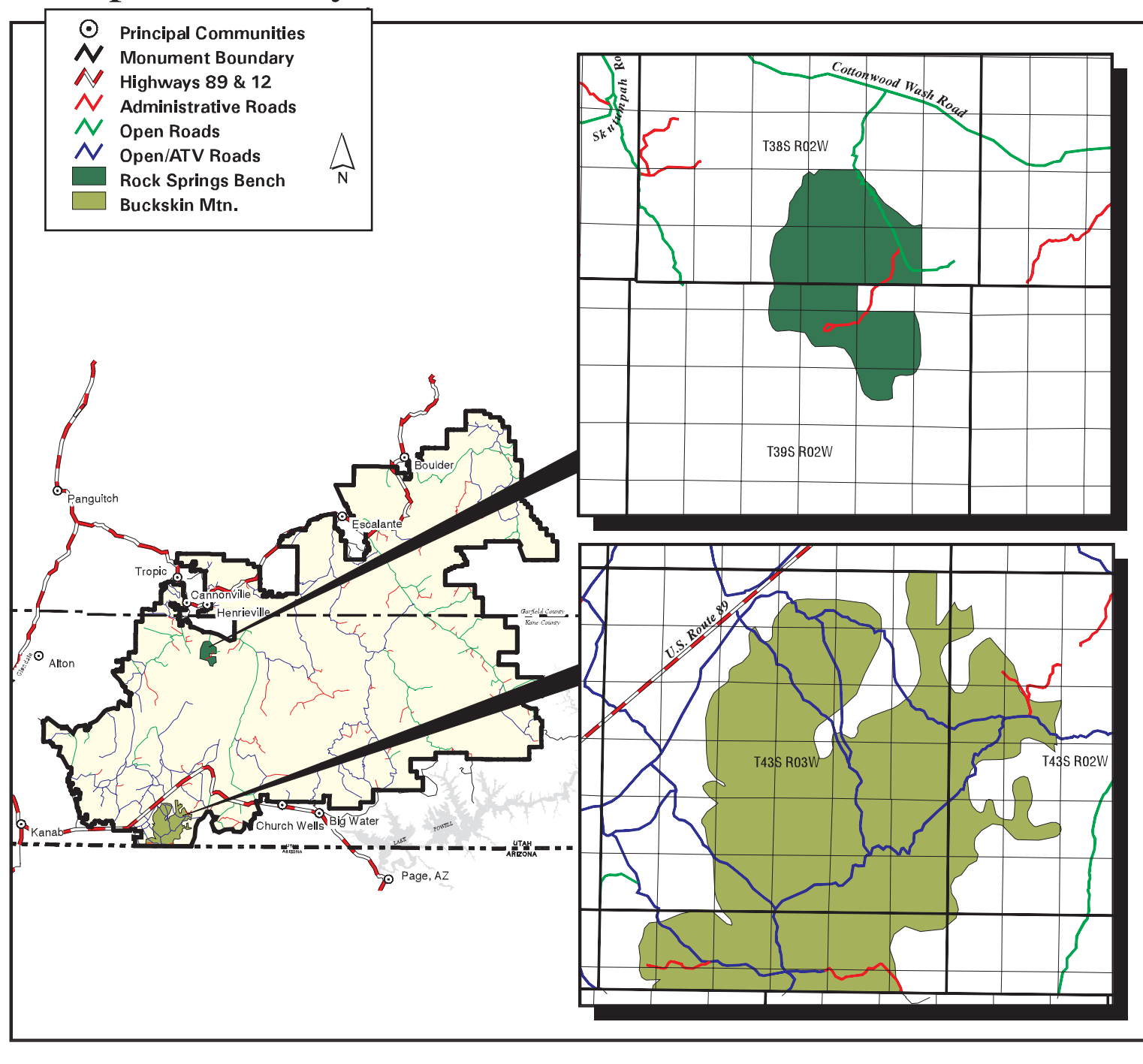
- FP-1 Fuelwood harvesting, post cutting, and Christmas tree cutting will be allowed by permit only within designated areas (Map 3). Commercial fuelwood cutting will be limited and authorized in designated areas only. There are currently two forestry product areas located in the Monument: Rock Springs Bench area and Buckskin Mountain area.
- FP-2 Additional areas may be designated to meet the overall vegetation management objectives, but will not be allowed outside already disturbed areas. All cutting areas will be designated under a permit system, with maps provided to assure compliance.
- FP-3 In general, the off-highway vehicle restrictions discussed in the **Transportation and Access** sections will apply to forestry product areas (i.e travel will be allowed only on designated routes and vehicles will be permitted to pull no more than 50 feet off designated routes in the Outback Zone). However, because forestry product collection activities are controlled by a permit and permits are issued to further overall management objectives, the BLM could authorize access on administrative routes and, in some cases, in areas more than 50 feet away from routes. These areas/provisions will be delineated in the permit prior to its issuance.
- FP-4 No commercial timber harvesting is authorized within the Monument.

### Native Vs. Non-native Plants

- NAT-1 In keeping with the overall vegetation objectives and Presidential EO 11312, native plants will be used as a priority for all projects in the Monument.
- NAT-2 Non-native plants may be used in limited, emergency situations where they may be necessary in order to protect Monument resources by stabilizing soils and displacing noxious weeds. This use will be allowed to the extent that



# Map 3: Forestry Product Areas



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it complies with the vegetation objectives, Presidential EO 11312, and the *Standards for Rangeland Health and Guidelines for Grazing Management for BLM Lands in Utah* (1997). In these situations, short-lived species (i.e., nurse crop species) will be used and will be combined with native species to facilitate the ultimate establishment of native species.

- NAT-3 All projects proposed in the Monument will contain a restoration or revegetation component and will budget for the cost of seeding with native species. All planning for projects, in all except limited, emergency situations, will use native species, and the use of non-native species will not be analyzed as an alternative.
- NAT-4 Non-native plants may be used for restoration related research if the use is consistent with and furthers the overall vegetation management objectives, including NAT-2 above, and after consultation with the GSENM Advisory Committee.
- NAT-5 Non-native plants will not be used to increase forage for livestock and wildlife.
- NAT-6 Monitoring plots will be established in any areas where non-native plants are used in order to document changes in vegetation structure and composition and will be an integral part of the adaptive management framework described in Chapter 3.

#### Re seeding after Fires

- SEED-1 When deciding whether to reseed after fires, there are many factors that should be considered. The overriding consideration is the vegetation management objective and priority to use native plants. In trying to make the determination of whether seeding will help attain these objectives, there are other considerations: (1) the structure and diversity of vegetation in the area before it burned, and (2) the presence of noxious weeds in the area and the likelihood of such weeds increasing as a result of a fire. Areas with high species diversity and little potential for noxious weed spread will not be

reseeded. Areas that had little diversity and little potential for noxious weed invasion will be seeded with native species exclusively. Areas of low diversity and high potential for noxious weed invasion will most likely be seeded, and non-native/native seed mixes could be used if it was determined that timing was critical and non-native species will help prevent weed spread. Each fire will have to be evaluated on a case-by-case basis to determine the appropriate actions to meet the established vegetation management objectives. Actions may change over time as a result of new research or other information in accordance with the adaptive management framework outlined in Chapter 3. If seeding with non-natives is deemed necessary, it will be in accordance with the provision stated above (short-lived, nurse crop species with natives in the mix).

- SEED-2 The use of aircraft in reseed operations may be allowed in areas as appropriate. In areas with raptor species, timing will be appropriate to eliminate impacts to these species.

#### Restoration and Revegetation

Restoration and revegetation will both be used in the Monument and, although they can be similar in implementation, are very different concepts. As such, they will be discussed separately and used in situations where appropriate.

Restoration is the process of returning disturbed areas to a natural array of native plant and animal associations. Although this may sound easy, success rates are low and restoration to pre-disturbance condition is often difficult if not impossible to achieve. In order to maximize the success of restoration, projects are most often in areas away from development, with little use, where restoring the natural processes and functions of the vegetation is desired. Restoration not only denotes the return of the vegetation to the site, but also the return of the entire system functions that existed prior to disturbance. This includes the return of soil characteristics, water relations, associated wildlife, and non-dominant plants that are often omitted from most projects.

Revegetation is the process of putting vegetation back in an area where vegetation previously existed. In this case, the species, their

density, and their location in relation to one another may or may not simulate natural conditions. The objective of revegetation projects is to stabilize areas that are disturbed, often from overuse by human activities, and to prevent further degradation of a site. Revegetation is also used to reduce the visual contrast between the disturbed area and the existing landscape where use will prevent a return to predisturbance conditions. This type of project often uses native species that are easy to establish, drought tolerant, and simple to propagate.

REV-1 Many factors will be considered when deciding to implement a revegetation or restoration strategy. Each project and area to be treated will be evaluated to determine the appropriate strategy. The following general guidelines can be applied to determine which strategy is the most appropriate and how it will be implemented in order to be consistent with the overall vegetation management objectives.

1. Restoration will be the goal whenever possible (i.e., an attempt will be made to return disturbed areas to conditions which promote a natural array of native plant and animal associations).
2. Species used in both restoration and revegetation projects will comply with the non-native plant policy described above (i.e., native plants will be used as a priority).
3. Revegetation strategies will be used in areas of heavy visitation, where site stabilization is desired.
4. Restoration provisions will be included in all surface disturbing projects including provisions for post restoration monitoring of the area. Costs for these activities will be included in the overall cost of the project and will come out of the entire project budget.
5. Priority for restoration or revegetation will be given to projects where Monument resources are being damaged. These sites will likely be in areas near development and/or heavy visitor use. Although these areas are more likely to be candidates for revegetation projects, careful evaluation of disturbed sites needs to be conducted to include desired future condition of an area. Restoration or revegetation of areas receiving heavy use may include limits on visitor use in order to promote recovery.

## Water

**“...with scarce and scattered water sources, the monument is an outstanding biological resource...” (Proclamation 6920, 1996)**



*Death Hollow (photo by Jerry Sintz)*

The Proclamation establishing the Monument directs the Secretary of the Interior “to address in the management plan the extent to which water is necessary for the proper care and management of the objects of this Monument and the extent to which further action may be necessary pursuant to Federal or State law to assure the availability of water.”

The BLM’s objective with respect to water resources will be to:

- ensure that appropriate quality and quantity of water resources are available for the proper care and management of the objects of the Monument,
- increase public education and appreciation of water resources through interpretation, and
- facilitate appropriate research to improve management of water resources.

### Strategy For Assuring Water Availability

Where water is needed for visitor facilities, the BLM may obtain appropriative water rights under Utah State law where the BLM meets Utah State law requirements. Campground, visitor, sanitary,



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and other administrative uses are clearly “beneficial uses of water” under Utah State law, for which water rights may be granted by the Utah State Engineer. Furthermore, none of the four administrative basins established by the Utah State Engineer has yet been closed to new appropriations because they are not considered fully appropriated. Utah State law also allows the United States and the BLM, as the land owner/managing entity, to obtain such water rights in its own name, rather than the actual users (i.e., the visitors).

Instream flows are another matter. Instream flow is important to a number of Monument resources, and its continued availability is necessary for their proper care and management. Our review to date strongly suggests that both currently and into the reasonably foreseeable future, sufficient water will continue to be available for these purposes. This is for several reasons. First, much of the water important to the Monument falls as precipitation within the Monument or on adjacent Federal lands, and is not subject to appropriation by others. Its continued availability for Monument resources can be safeguarded by appropriate Federal land management policies. Second, in those relatively few places where opportunities exist for appropriation under State law upstream from, or on private inholdings within the Monument, both current and reasonably foreseeable appropriations do not significantly threaten the continued availability of water in the Monument. Third, Federal law may already provide some protection, as discussed below.

For all these reasons, the BLM believes a sound strategy for assuring the continued availability of water for Monument resources is as follows:

WAT-1 *Ensure that land management policies protect water resources.* Since much of the water important to the Monument falls as precipitation within the Monument, its continued availability can be ensured by appropriate land management policies within the Monument. The BLM will exercise its existing land management authorities to protect and maintain all available water and natural flows in the Monument. Several decisions described in other sections of this Plan are designed to meet this objective. These include the following:

- Major visitor centers and facilities will be located outside of the Monument in local communities where

there will be access to municipal water systems.

- The need for water for visitor facilities within the Monument will be minimal because the only facilities provided will be a relatively small number of modest pullouts, toilets, parking areas, trailheads, and picnic sites. Most of these sites do not require water, including most toilet facilities which could use other technologies. In the limited cases where water is needed for a visitor facility, the acquisition of State appropriative water rights (discussed above) should be possible.
- New water developments for other uses could be permitted for the following purposes: better distribution of livestock when deemed to have an overall beneficial effect on Monument resources, or to restore or manage native species or populations. These developments could only be done when a NEPA analysis determines this tool to be the best means of achieving the above objectives and only when the water development will not dewater springs or streams.
- In general, diversions of water out of the Monument will not be permitted. There is an existing small-scale diversion of groundwater out of the Monument for the domestic water supply of the nearby town of Henrieville. This Plan does not prohibit the continuation of this diversion, nor its expansion, if necessary, to meet the municipal needs of population growth in Henrieville. Any proposed new groundwater diversion to meet Henrieville’s municipal needs could be approved, consistent with the Plan, if the BLM and the Utah State Engineer complete a joint analysis to determine that such development would not adversely impact springs or other water resources within the Monument, and the BLM completes the usual NEPA analysis. Exceptions could be considered for other local community culinary needs if the applicant could demonstrate that the diversion of water will not damage water resources within the Monument or conflict with the objectives of this Plan.

WAT-2 *Monitor to ensure water flowing into the Monument is adequate to support Monument resources.* The purpose of the above measures is to protect water that originates in the Monument or water after it enters the Monument

boundary. While these measures are currently considered adequate to ensure the continued availability of water to support Monument resources, the BLM will also assess whether the water flows coming into the Monument continue to be adequate. This will be part of an overall strategy to assess the status of water resources within the Monument. The BLM will work with the Water Resources Division of the U.S. Geological Survey, the Utah Department of Natural Resources, and others to gather comprehensive information concerning precipitation, surface water flows, and subsurface water flows into and out of the Monument. This could include establishing additional stream-gauging stations at selected locations, and continued inventorying of water sources such as seeps, springs, and wells. Established climate-data stations will be an integral part of the hydrologic monitoring network. Some of the main objectives of water resource investigations will include, but will not be limited to:

- Conceptualizing the surface and ground-water systems, and their interactions at the regional (Monument) scale.
- Subdividing the Monument into smaller-scale hydrologic “compartments” on the basis of hydrologic and geologic attributes. Attributes, among others, could include surface-water drainage areas, aquifer systems, precipitation zones, hydraulic conductivity of surficial deposits and bedrock.
- Cataloging and classifying hydrologic attributes of the compartments, and establishing appropriate long-term monitoring programs to collect spring and stream discharge and water chemistry data.
- Quantifying hydrologic processes such as surface-water and ground-water exchange, and precipitation, runoff, and sediment transport relationships within each compartment. In addition to new stream and spring monitoring stations, the existing network of climate stations will serve to gather appropriate data.
- Determining direct and indirect effects of humans on hydrologic attributes of each compartment and subsequent effects on Monument resources.

Recognizing that all components of this strategy can not be implemented at once and that measures to protect water

that originates in the Monument are currently considered adequate, the priority in such a data collection effort will be to collect data on flows entering the Monument. This will be done in order to ensure sufficient base and peak flows to support Monument resources.

#### WAT-3 *Pursue other options for assuring water availability, if needed.*

At any point that the above data collection and assessment effort suggests that adequate water to protect Monument resources is not entering the Monument, or that water is otherwise being depleted to the detriment of the Monument, other measures for assuring water availability will be taken. These measures could include:

- Cooperation with other Federal agencies that may already have Federal reserved water rights. Glen Canyon National Recreation (GCNRA) is a Federal reservation and has a Federal reserved water right (as yet unquantified) which could indirectly provide adequate protection to the Monument resources. If the United States successfully establishes a Federal reserved water right for GCNRA, that water right would have a priority date of about 1965. The Monument will benefit from this water right, because some of the water necessary to satisfy the GCNRA’s water needs will pass through the Monument. The BLM will begin discussions with GCNRA to quantify this water right.
- Initiate discussions with the Utah State Engineer (Utah Division of Water Rights), Utah Division of Water Resources, and State and local water users to identify how nearby communities could secure water supplies for expected future growth without interfering with the water flows needed for Monument resources. These discussions will include negotiations toward an agreement between the State and local water users similar to the agreement recently reached for Zion National Park. The Zion agreement (reached between the Department of the Interior, the State of Utah, and local water users) allows additional future non-Federal development of water that could affect the Park, but caps it, and protects the continuation of “spike” or flood events in the Park environment. The BLM will explore

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options with the State of Utah and local communities, perhaps based on the Zion National Park model, for securing local water needs without jeopardizing the water needs of the Monument. If such an agreement is reached, or if any other agreement is reached with the State under the options below, segments of rivers determined to be suitable for Wild and Scenic River designation in this Plan would be managed in accordance with that agreement.

- Other options are available to the BLM for assuring water availability. These are summarized below.

Appropriative Water Rights Under State Law - options in this category include: Pursuing a cooperative agreement between the BLM and one of the State agencies authorized to acquire and hold an instream flow right (where the State agency has a similar interest in protecting a particular resource); approaching the Utah State Engineer with a request to use his authority to protect natural flows in the Monument by denying water rights applications where the water would serve a more beneficial purpose by remaining in the channel; and, converting BLM held water rights that may no longer be needed for grazing to wildlife rights after an appropriate proceeding to change the water right in the Office of the State Engineer.

Federal Reserved Water Rights - The Grand Staircase-Escalante National Monument Proclamation does not reserve water as a matter of Federal law. It does not, however, abolish or defeat the BLM's claims to Federal-law-based water rights under other reservations or proclamations. Options in this category include: Public water reserves; Wild and Scenic Rivers (upon designation by Congress, or the Secretary of the Interior upon application of the Utah Governor); Congressional reservation of unappropriated water; and, by Presidential Proclamation.

### Strategy for Assuring Water Quality

Section 303(d) of the Federal Clean Water Act addresses water bodies and courses that are not "fishable, or swimmable." A 303(d)



*Upper Calf Creek Falls (photo by Larry Vensel)*

body of water is one that has been identified as possibly being in violation of State water quality standards. Section 303(d) requires each State to identify such waters and to develop total maximum daily loads (TMDL) for them, with oversight from the U.S. Environmental Protection Agency. The TMDL is a quantitative assessment of water quality problems, contributing sources, and load reductions or control actions needed to restore and protect bodies of water. The following list shows 303(d) waters within the Monument and their associated load problems [Utah Department of Environmental Quality (UDEQ), Utah Division of Water Quality (UDWQ), *Utah's 1998 303(d) List of Waters, Table 1-b*]:

- Paria River (from Arizona State line to headwaters-tributaries – total dissolved solids, sediment)
- Escalante River (from Lake Powell to Calf Creek – total phosphorous, sediment)
- Escalante River (from confluence of Calf Creek to headwaters – sediment)
- Calf Creek (confluence with Escalante River to headwaters – temperature, total dissolved solids, sediment)

WAT-4 The BLM will request that the State of Utah accelerate development of TMDLs for 303(d) waters in the Monument.

WAT-5 The BLM will continue to develop a water quality monitoring program at 60 sites in conjunction with the



UDWQ to ensure that State and Federal water quality standards are met. In addition, the BLM will develop a comprehensive water quality monitoring program to ensure the protection of Monument resources and visitor safety. The BLM will continue to work with UDEQ/UDWQ as water quality improvement programs and TMDLs are developed.

WAT-6 Water quality monitoring will be implemented when ground disturbance or other factors could adversely affect water quality. Mitigation will be required if adverse effects are detected.

## *Management of Visitors and Other Uses*

This section outlines decisions for managing uses in the Monument, including uses such as recreational activities, science and research, and livestock grazing. These management actions are aimed at meeting the resource protection objectives described earlier in this chapter.

### **Camping**

CAMP-1 Camping in developed campgrounds or in designated primitive camping areas will be allowed in the Frontcountry and Passage Zones. Dispersed primitive camping will not be allowed in these zones.

CAMP-2 Dispersed primitive camping will be allowed in the Outback and Primitive Zones, but primitive camping could be limited to certain designated areas in these zones if resource damage occurs.

CAMP-3 Permits will be required for overnight use in all zones.

CAMP-4 Designated primitive camping areas are places where the BLM has identified and designated areas for camping use. These areas will not have any developments, other than a small sign or barriers to delineate the site.

CAMP-5 Motorized or mechanized vehicles may pull off designated routes no more than 50 feet for direct access to dispersed camping areas in the Outback Zone, except

in WSAs, threatened and endangered plant areas, relict plant areas, riparian areas, or other areas identified. Visitors will be encouraged to use existing disturbed areas for pulling off routes to access camping areas and are required to leave existing vegetation intact. In the Frontcountry and Passage Zones, vehicles will be confined to using designated pullouts and will not be allowed to pull off the route, except as provided for in emergencies (see **Emergency and Management Exceptions** for related decisions).



*Escalante River (photo by Kelly Rigby)*

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- CAMP-6 Campfires will not be allowed in the Escalante and Paria/Hackberry Canyons, No Mans Mesa, and other relict plant areas as they are identified. Campfires will also be prohibited in archaeological sites, rock shelters, or alcoves Monument-wide.
- CAMP-7 Campfires will be allowed only in designated fire grates, designated fire pits, or mandatory fire pans in the Frontcountry and Passage Zones, and wood collection for campfires will not be permitted. In the Outback and Primitive Zones, fire pans will be encouraged and dead and down wood may be collected in areas where campfires are allowed.

### Climbing

- CLMB-1 Climbing will not be allowed in archaeological sites, on natural bridges or arches, or within identified threatened and endangered species nesting areas.
- CLMB-2 Climbing areas may be seasonally closed to assure that disturbance to raptor nesting activities does not occur.
- CLMB-3 The BLM will work with the public to identify climbing areas and develop specific management plans for them. Criteria for designation of climbing areas will be established for the Monument.
- CLMB-4 Climbing will be subject to zone and other specific management restrictions.

### Collections

- COL-1 Collection of Monument resources, objects, rocks, petrified wood, fossils, plants, parts of plants, animals, fish, insects or other invertebrate animals, bones, waste, or other products from animals, or of other items from within the Monument will be prohibited. Exceptions could include: collections authorized by permit in conjunction with authorized research or management activities; the collection of small amounts of fruits, nuts, and berries for personal, non-commercial use; the collection of certain natural materials by Native American Indians under BLM permit; the collection of

antlers or horns as provided for by UDWR regulations; and the collection of dead and down wood for immediate use in campfires, where campfires are allowed. The above prohibitions shall not be deemed to diminish the responsibility and authority of the State of Utah for management of fish and wildlife, including the regulation of hunting and fishing, on Federal lands within the Monument.

### Commercial Filming

- FILM-1 Filming may be approved in all zones if the activity complies with the zone requirements and Plan provisions. Permits for commercial filming will be required and the preparation of a project-level NEPA document (BLM Manual 2920) may be required.

### Competitive and Special Events

- EVENT-1 Special events may be approved, under permit, if the event meets other zone requirements and Plan provisions.
- EVENT-2 Special events will be permitted in accordance with the requirements of the most restrictive zone that the event encounters.
- EVENT-3 No competitive events will be allowed.

### Emergency and Management Exceptions

- EMERG-1 In emergency circumstances, vehicles may pull immediately off designated routes (see **Transportation and Access** for related decisions).
- EMERG-2 Limited exceptions to the general management provisions may be granted by the Monument Manager. These exceptions may allow off-highway vehicle use, aircraft landing, motorized or mechanized access on closed routes, or use of mechanized equipment in closed areas. Exceptions may be made in emergencies, or where clearly essential to serve Monument management purposes. Exceptions may be made in cases such as carrying out search and rescue operations,

fire prevention and control, and other uses where justified. Certain authorized users may be given motorized access not given to the general public for specific, authorized uses as described in the **Administrative Routes and Authorized Users** section in this chapter.

## Facilities

### Visitor Facilities in the Gateway Communities

FAC-1 In an effort to protect Monument resources and provide economic opportunities in the local communities, major facilities and the services associated with them will be located in these communities, outside the Monument. These include a Monument headquarters in Kanab, an Interagency Office in Escalante, and visitor contact stations in Cannonville, Glendale, and Big Water. Their precise locations will be based on factors such as the availability of infrastructure; economic considerations, including market feasibility; the availability of financing; and managerial concerns. These determinations will be made by the communities and the BLM. Any construction activities associated with these sites are contingent upon funding by Congress. Monument staff will also be available at the Paria Contact Station and at the Anasazi State Park in Boulder.

### Visitor Facilities in the Monument

FAC-2 All facilities and signs will be consistent with the Monument Interpretive Plan, the Monument Facilities Master Plan, and the Monument Architectural and Landscape Theme (all in the process of development).

FAC-3 The Monument Facilities Master Plan will address and be consistent with the Americans with Disabilities Act of 1973, the Rehabilitation Act of 1973, and the Architectural Barriers Act of 1968.

FAC-4 All projects causing surface disturbance will be subject to NEPA analysis and the standard stipulations described in Appendix 2.

FAC-5 No projects or activities that result in permanent fills or diversions in, or placement of permanent facilities on special flood hazard areas (as designated by the Federal Emergency Management Agency), will occur within the Monument.

FAC-6 All facilities and parking areas will be designed to be unobtrusive and to meet the visual resource objectives (see the Visual Resource Management section for related decisions).

FAC-7 The development of water may be provided in limited circumstances, where necessary for visitor safety or resource protection, in the Frontcountry or Passage Zones. The provision of water at sites within the Monument will be very limited because the only facilities provided will be modest pullouts, parking areas, trailheads, picnic sites, toilets, and primitive camping areas. These sites do not require water, including most toilets which could use other technologies.



*Bridge Across Calf Creek (photo by BLM)*

### *Frontcountry Zone:*

FAC-8 As the focal point for visitation, visitor day-use facilities and signs will be added as necessary for visitor use, safety, and the protection of sensitive resources, in addition to



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- existing facilities. These facilities could include pullouts, parking areas, trailheads, trails, toilets, fences, and picnic areas. Day-use areas could include vault toilets, picnic tables, interpretive kiosks, and in some cases, interpretive trails which will be universally accessible but not paved. Most day-use parking areas will be paved, but those off of unpaved roads, such as Grosvenor Arch and the Paria Movie Set, will remain unpaved. Most parking areas will be small, accommodating 10 to 20 cars. Construction of small spur routes or trails may be allowed to access parking areas or other facilities.
- FAC-9 Scenic overlooks and other sites that have been developed along Highway 12 will be maintained. Some of the parking areas will be better delineated with barriers or fences to prevent further expansion. Additional wayside exhibits may be developed for some of the existing sites to stimulate further learning and protect resources. The BLM will look for appropriate opportunities to highlight Monument resources along Highways 12 and 89, and around the communities of Boulder, Escalante, Henrieville, Cannonville, Tropic, Church Wells, and Big Water. The Monument will work with communities, visitors, and other interested publics to develop sites. Up to 15 of these sites could be developed in the Frontcountry Zone, and specific projects will go through the NEPA process with full public involvement.
- FAC-10 Calf Creek and Whitehouse Campgrounds are the only developed campgrounds in the Frontcountry Zone. Dispersed primitive camping will not be allowed in this zone, although up to 10 designated primitive camping areas (without amenities) may be identified for individuals or groups. Most of these will be designated in areas already used for camping. These areas could accommodate 2-5 vehicles with a few areas large enough for group camping. Camping areas will be designated with a small sign and barriers. Toilets, water, tables or other amenities will not be provided at these sites.
- Passage Zone:*
- FAC-11 The condition of routes and distance from communities in the Passage Zone makes it a secondary zone for visitation. Similar facilities as allowed in the Frontcountry Zone could be provided for resource protection, visitor safety, or for the interpretation of Monument resources. Information kiosks approximately the size of two 3 foot by 5 foot panels will be located at major trailheads (e.g., The Gulch, Deer Creek, and Dry Fork), and smaller kiosks or signs will be located at less used trailheads. Rarely used trailheads will be identified with a small sign.
- FAC-12 Existing parking areas may be better delineated with barriers to prevent further expansion. Parking areas could accommodate up to 30 vehicles, but most will be designed for fewer than 10 cars. Construction of small spur routes or trails may be allowed to access parking areas or other facilities. Trails and parking areas will not be paved.
- FAC-13 Existing destinations such as Devils Garden and Dance Hall Rock will be maintained. A better delineated parking area and toilets could be considered for Dance Hall Rock. A fully accessible trail that blends in with the terrain could be considered for Devils Garden.
- FAC-14 Up to 17 parking areas or pullouts (scenic overlooks) could be designated in this zone. These are generally areas that are already used for parking, and delineating them with natural barriers or fences will prevent further resource damage. Interpretive kiosks or signs could be provided at these sites as discussed above.



Wolverine Petrified Wood Area (photo by Kelly Rigby)

- FAC-15 The existing Deer Creek Campground will be the only developed campground in this zone. Dispersed primitive camping will not be allowed, although up to 25 designated primitive camping sites may be identified for individuals or groups. Most of these will be designated in areas already used for camping. These areas could accommodate 2-5 vehicles with a few camping areas large enough for groups. Camping areas will be designated with a small sign and barriers. Toilets, water, tables or other amenities will not be provided.

#### *Outback Zone:*

- FAC-16 Small signs to educate the public about a particular resource or safety hazard may be installed at limited sites, but these sites will not be promoted in literature. Facilities such as designated parking areas, toilets, or fences could be allowed for protection of resources in limited cases, only where other tools to protect resources are ineffective.
- FAC-17 Trails could be delineated if necessary to prevent widespread impacts from multiple trails.
- FAC-18 Dispersed primitive camping will be allowed in this zone, but certain areas could be closed and certain areas could be designated for camping if resource damage is occurring.

#### *Primitive Zone:*

- FAC-19 Limited signs could be allowed for resource protection or public safety. Small directional signs may be needed, but these will be kept to an absolute minimum and will be rare.
- FAC-20 Trails could be delineated only if necessary to prevent widespread impacts from multiple trails.
- FAC-21 No water, toilets, or other visitor amenities or facilities will be provided.
- FAC-22 Dispersed primitive camping will be allowed in this zone, but certain areas could be closed and certain areas could be designated for camping if resource damage is occurring.

### Fees

- FEE-1 The Monument has been approved to develop a fee demonstration program. Public input will be sought prior to the design and implementation of any fee system.
- FEE-2 Existing use fees will continue to be charged.

### Fences

- FENCE-1 Fences may be used in certain circumstances to protect Monument resources, to manage visitor use, and to manage livestock, consistent with the Proclamation. They will be designed and constructed in accordance with visual resource management objectives and the Monument Facilities Master Plan (see the **Visual Resource Management** section for related decisions).

### Group Size

- GROUP-1 There will be no limit on group size in the Frontcountry Zone.
- GROUP-2 Group size will be limited to 25 people in the Passage and Outback Zones.
- GROUP-3 Permits for groups over 25 people will be considered in the Passage and Outback Zones, if the number of people and the activities proposed are consistent with the protection of Monument resources. Appropriate NEPA analysis will be prepared on areas where permits could be authorized. These permits will require that adequate sanitation and trash collection are provided, and that activities take place in areas where resources will not be damaged.
- GROUP-4 In the Primitive Zone, group size will be limited to 12 people and 12 pack animals. Within the Paria River corridor in the Primitive Zone, permits could be approved for groups over 12 people up to a maximum of 25 people.

GROUP-5 In order to protect Monument resources, it may become necessary to place limits on the overall numbers of people and/or pack animals allowed, or to further restrict group sizes in areas where resource damage is occurring (see the **Recreation Allocation** section for related decisions).

### Livestock Grazing

The Presidential Proclamation establishing the Monument addressed livestock grazing with the following statement: “Nothing in this proclamation shall be deemed to affect existing permits or leases for, or levels of, livestock grazing on Federal lands within the monument: existing grazing uses shall continue to be governed by applicable laws and regulations other than this proclamation.”

There is a substantial body of law and regulation governing grazing on public lands. In addition, the Utah State Director for the BLM has developed Standards for Rangeland Health and Guidelines for Grazing Management which were approved by the Secretary of the Interior on May 20, 1997 (Appendix 3). The Utah Standards and Guidelines apply to grazing management statewide, including those lands within the Monument.

This section describes how grazing uses within the Monument shall be managed, in keeping with applicable laws and regulations, and with the statewide Standards and Guidelines. It describes a process for grazing management and a schedule for completion of this process Monument-wide.

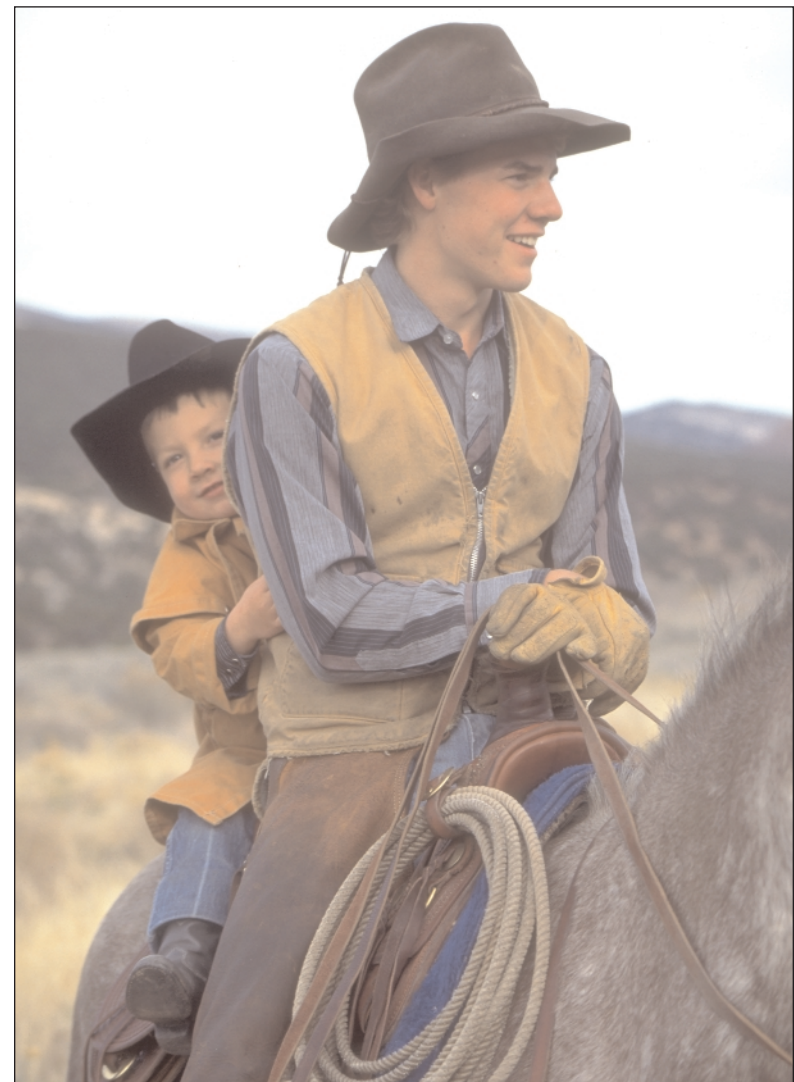
### Statutes and Regulations

The BLM’s grazing regulations were revised in August 1995. A new subpart directed each BLM State Director to develop “Standards and Guidelines for Grazing Administration.” A Standard is a minimum resource condition to be achieved on BLM lands, and a Guideline is an acceptable or best management grazing practice that will be applied in order to achieve the Standards. In Utah, the State Director developed the Standards and Guidelines in consultation with the statewide Utah Resource Advisory Council. The Secretary of the Interior approved the “Standards for Rangeland Health and Guidelines for Grazing Management for BLM Lands in Utah” on May 20, 1997. Local plans and decisions may be more detailed than the Utah Standards

and Guidelines, but must be in conformance with the Standards and be consistent with the Guidelines.

### GRAZ-1 Grazing Management Process

The following process will be followed so that grazing management conforms with the grazing regulations and Utah’s Standards and Guidelines. In this process, each grazing allotment will be assessed, and new allotment management plans will be developed, consistent with the BLM-wide grazing permit renewal process.



*Cowboys (photo by Kelly Rigby)*



*Step 1: Assessment*

All allotments will be assessed in accordance with the guidelines and guidance issued by the BLM. All available data will be used to make an overall assessment of rangeland health, including ecological processes, watershed functioning condition, water quality conditions, special status species, and wildlife habitat conditions for each allotment, as described in the Utah Standards for Rangeland Health, in light of the Fundamentals of Rangeland Health at 43 CFR § 4180.1.

Priorities for completing the assessments and implementing needed changes will be set using the following criteria:

- presence of values that are regulated by operation of law such as water quality, threatened and endangered or sensitive plant and animal species
- areas at high risk of becoming degraded, or high public interest areas
- permit renewal schedule

*Step 2: Determination of Rangeland Health and Evaluation of Existing Grazing Management*

The GSENM Manager shall determine rangeland health for each allotment according to the Utah Standards and Guidelines for Grazing Administration, in light of the Fundamentals of Rangeland Health. The GSENM Manager determines whether or not assessment results show that each allotment is achieving or making significant progress toward the Utah Standards.

To the extent any assessment result is found to be inconsistent with the Standards, the GSENM Manager shall determine whether or not existing livestock grazing practices or levels of use are significant factors in such inconsistency. The GSENM Manager shall take appropriate action under 43 CFR Subparts 4120, 4130, and 4160 as soon as practicable, but not later than the start of the next grazing year, upon determining that existing grazing management practices or levels of grazing on public lands need to be modified to conform with Utah Standards and Guidelines.

*Step 3: Develop Allotment Management Plans*

The compatibility of grazing with other land uses will be evaluated in allotment management plans (AMP), and the results of the evaluation will be consistent with all applicable legal authorities, including FLPMA, the Taylor Grazing Act (TGA), the Public Rangelands Improvement Act, 43 CFR Part 4180, Utah Standards and Guidelines, and National Wildlife Federation v. BLM, 140 Interior Board of Land Appeals (IBLA) 85 (1997). AMPs may be developed on an individual basis, or may be developed for a group of allotments where similar ecosystems or land uses exist. These AMPs may include integrated activity planning, addressing a range of non-grazing issues within the plan area.

## Mandatory Content For AMPs

In addition to all other applicable legal authority, all AMPs shall be prepared in accordance with 43 CFR § 4120.2, and shall ensure that the following conditions exist:

1. Watersheds are in, or are making significant progress toward properly functioning physical condition. This must include their upland, riparian-wetland, and aquatic components. Soil and plant conditions must support infiltration, soil moisture storage, and the release of water that are in balance with climate and landform, and must also maintain or improve water quality, water quantity, and timing and duration of flow.
2. Ecological processes, including the hydrologic cycle, nutrient cycle, and energy flow are maintained, or there is significant progress toward their attainment in order to support healthy biotic populations and communities.
3. Water quality complies with State water quality standards, and achieves or is making significant progress toward achieving established BLM management objectives such as meeting wildlife needs.

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4. Habitats are, or are making significant progress toward being restored or maintained for Federal threatened and endangered species, Federal candidate species, and other special status species.

Allotment management plans shall designate lands that are available for livestock grazing. Grazing permits or leases shall specify the types and levels of use authorized, including livestock grazing and suspended use. Grazing permits will also include any administrative access granted for operation of the permit, and may include other authorizations (such as overnight camping or group size exceptions) necessary for operation of the permit.

No allotments will be converted from cows and horses to domestic sheep within at least a 9 mile buffer of bighorn sheep habitat, except where topographic features or other barriers prevent physical contact. This is in order to prevent the spread of disease from domestic sheep to desert bighorn sheep. Other BLM guidelines or policy in regard to domestic and wild stock interactions will also apply.

Regarding conservation use, on September 1, 1998, the U.S. Court of Appeals for the Tenth Circuit decided Public Lands Council v. Babbitt, 167 F.3d 1287 (10th Circuit 1999). The case resolved the Government's appeal of an adverse U.S. District Court order enjoining the application of four separate grazing provisions in 43 CFR Part 4100. The Court of Appeals reversed the District Court's order on three of the four provisions. The only grazing provisions now enjoined are those providing that "conservation use" is a permissible use for a grazing permit. AMPs will include a monitoring program in conjunction with the adaptive management framework (Chapter 3). The monitoring program will be designed to periodically observe and collect data to evaluate the effects of management actions prescribed in the AMP, and to evaluate the effectiveness of those actions in:

- meeting the management objectives stated in the AMP;

- achieving the conditions described as the Fundamentals of Rangeland Health (43 CFR 4180.1);
- meeting the Utah Standards for Rangeland Health, as indicated by the factors described therein; and
- ensuring that grazing use is not causing unacceptable resource degradation.

### *Optional Content for AMPs*

#### Grass Bank Allotments/Pastures

The BLM's grazing regulations provide for increasing and decreasing the total number of animal unit months (AUMs) of specified livestock grazing (43 CFR 4110.3-1 and 4110.3-2). The setting aside of lands for future grazing use within the Monument to offset potential future reductions in existing allotments or to facilitate research in grazing methods is what the BLM refers to in this document as a grass bank. The BLM may designate grass banks on public lands within the Monument that are not apportioned to any grazing permittee or lessee. Grass banks shall meet the requirements of the Utah Standards and Guidelines in light of the Fundamentals of Rangeland Health, and they shall contain forage that may be apportioned on a sustained yield basis to qualified applicants for livestock grazing consistent with multiple-use management objectives. The BLM may consider making grass bank forage available on an emergency, nonrenewable basis under 43 CFR 4110.3-1(c). Should an allotment or a portion of an allotment become available through a voluntary relinquishment or an operation of law, it will be considered for grass banking.

The BLM is not obligated to graze the grass bank allotment annually, and use of the grass bank by qualified applicants, permittees, or lessees is within the discretion of the BLM.

#### Science

The geology, soils, and erosional characteristics in the Monument and the resulting plant communities provide opportunities to test, validate, and develop

management methods, criteria, or techniques which will lead to improved grazing practices. Similarly, the Monument may present opportunities for testing new partnership arrangements with grazing permittees and interested publics that will lead to improved grazing practices. It will be the policy of the Monument to encourage the use of the special characteristics of the Monument to facilitate such testing or research using scientific methods where appropriate.

### *Schedule*

The 3-step Grazing Management Process described above, and all associated NEPA documents, shall be completed within the 3 years commencing on the first July 1 following the approval of the Monument Management Plan.

## Night Skies

- NS-1 The BLM will seek to prevent light pollution within the Monument. No actions will be proposed within the Monument that will contribute to light pollution. The BLM will also work closely with the surrounding communities to minimize light pollution.

## Outfitter and Guide Operations

- OG-1. Outfitter and guide operations will be allowed throughout the Monument in compliance with the constraints of the zones and other Plan provisions
- OG-2. Training will be provided on an annual basis to keep outfitters and guides current on appropriate research studies occurring in the Monument.
- OG-3. Outfitters and guides will be strongly encouraged to incorporate interpretive/educational components into their trips.

## Recreation Allocations

- ALLO-1 The Monument will use the following indicators to determine when and where visitor allocations need to be made: (1) resource damage (e.g., proliferation of

campsites, human waste problems, social trailing or vandalism to historical, archaeological, paleontological sites, or destruction of biological soil crusts), (2) conflicts with threatened and endangered plant or animal species, and/or (3) the number of social encounters become unacceptable.

- ALLO-2 Inventories, surveys, and studies will establish baseline data for Monument resources. These data will be used to set up an ongoing monitoring program and to prioritize areas that require more restrictive management. This will be done as part of the adaptive management framework (Chapter 3) with consultation from the GSENM Advisory Committee. When it is determined that critical indicators have been approached or exceeded, the Monument will go through a public process to determine allocations for specific areas. Total numbers of people and group size will be considered. The BLM will consult with Glen Canyon National Recreation Area and the Escalante Ranger District of Dixie National Forest if allocation is determined necessary for the Escalante Canyons.
- ALLO-3 The Monument will work closely with the UDWR throughout the public process as they administer and regulate hunting, fishing, and the permits issued for these activities.



*Long Canyon (photo by Frank Jensen)*



### Management Plan

- ALLO-4 As the focal point for visitation, there will generally be no allocation in the Frontcountry Zone other than directing individuals to selected sites chosen for their interpretive values. However, allocations may be allowed in limited circumstances where other tools to protect resources are proving ineffective. Since the Frontcountry Zone is the focal point for visitation, social encounters will not trigger such action, but resource damage could if other tools are ineffective at protecting resources.
- ALLO-5 Allocation is possible in the Passage Zone for the protection of sensitive resources or visitor experience. The most likely places that allocation will occur is at trailheads in order to limit the number of people accessing the primitive areas.
- ALLO-6 Allocation is moderately likely for the protection of sensitive resources or visitor experience in the Outback Zone. The first step will be designating primitive camping areas. Limiting the number of people in specific areas could also be used if other measures are ineffective.
- ALLO-7 Allocation is highly likely in the Primitive Zone for the protection of sensitive resources or visitor experience. Based on current visitor use, it is anticipated that allocations could be needed for the Escalante Canyons, Fiftymile Mountain, and Hackberry Canyon as soon as 2001. Additional areas meeting the criteria, as outlined in ALLO-1, will also be considered.
- ALLO-8 In developing allocation plans for areas, efforts will be made to coordinate with other resource planning efforts (e.g., research, grazing allotment management plans), as discussed in the implementation and adaptive management framework in Chapter 3. This type of integrated activity planning will lead to more comprehensive planning efforts for specific areas and to better decision making.

### Recreational Stock Use

- STOCK-1 Horses or other pack animals will not be allowed in relict plant communities, archaeological sites, rock shelters, or alcoves.

- STOCK-2 Sheep species will not be allowed for pack use.

- STOCK-3 Recreational stock are limited to 12 animals in the Primitive Zone.

- STOCK-4 The BLM requires that all hay used on BLM lands be certified weed free.

### Science and Research

#### Focus of Science and Research

The primary purpose for establishing GSENM is to protect the scientific and historic resources described in the Proclamation. Unparalleled opportunities for study of these resources are available throughout the Monument. In addition to the study of specific scientific resources, this setting allows study of such important issues as: understanding ecological and climatic change over time; increasing our understanding of the interactions between humans and their environment; improving land management practices; and achieving a properly functioning, healthy, and biologically diverse landscape. Science will be supported and encouraged, but intrusive or destructive investigations will be carefully reviewed to avoid conflicts with the BLM's responsibility to protect and preserve scientific and historic Monument resources. Information gathered through the research program will be used to improve management practices and protect resources. For example, baseline inventories for hanging gardens can identify areas that are sensitive and areas that may be affected by proposed activities. This will allow the BLM to take appropriate measures for the protection of these resources. A comprehensive and integrated research and science program will ensure that scientific resources are not only available for current research opportunities, but that certain scientific resources are preserved in place for future study.

- SCI-1 Monument management priorities and budgets will focus on a comprehensive understanding of the resources of the Monument while assisting in the development of improved and innovative land management, restoration, and rehabilitation practices. The natural, physical, and social sciences, including the study of history will each play an essential role in science and research activities. Research projects will have a multi-scale and interdisciplinary approach when possible. Recreation and other uses will be managed to complement science and research objectives.



*Dwelling (photo by Jerry Sintz)*

- SCI-2 The first priority for conducting BLM-sponsored research will be to study, collect, or record scientific information that is most at risk of being damaged or lost through disturbance or the passage of time, including oral histories and ethnologies related to the Monument area. The second priority will be to continue gathering baseline data on the biological, physical, cultural, and social sciences within the Monument. A third priority will be to conduct applied research regarding the management of natural systems, including disturbance and recovery strategies.

### Education and Outreach

- SCI-3 The BLM will encourage researchers to incorporate a public outreach/education component into projects. Educators and students will have the opportunity to participate in research activities where appropriate. The BLM will involve communities in science and education activities.
- SCI-4 Research sites and visitor centers will emphasize scientific interpretation. Results of scientific research and inventory data will be disseminated through interpretive displays, publications, forums, and public exhibition of objects and artifacts.

- SCI-5 The BLM is currently working on an interpretive plan for the Monument. Themes for the various visitor contact stations will be identified as well as appropriate onsite and offsite interpretation areas and topics.
- SCI-6 The BLM will play a role in developing educational programs for grades Kindergarten through 12, emphasizing the area's scientific and cultural resources. The BLM will cooperate with colleges and universities in undergraduate and graduate programs as resources permit. Outreach efforts such as Monument-sponsored science publications and field schools will be incorporated into management programs to the extent possible. In addition to normal avenues for research publications (scientific journals, symposia proceedings, etc.), the BLM will help facilitate the transfer of research information to the public through periodic science forums and Monument-sponsored publications.

### Management of Science and Research Activities

- SCI-7 Researchers will have to comply with the decisions in this Plan. However, some science and research activities may require the use of equipment, surface disturbance, and/or personnel which could exceed the management prescriptions outlined for visitors and other users. Except where specifically prohibited (e.g., in relict plant areas, wildlife protected activity centers), the BLM will consider exceptions to the Plan prescriptions during the special-use permitting process for extremely high-value research opportunities, especially for those opportunities that may not be available elsewhere. Research projects focused on protecting resources at risk will also be considered for exceptions to zone prescriptions. The GSENM Advisory Committee will be consulted on whether research proposals which require restricted activities warrant the requested exceptions. Evaluation will consider whether the proposed research can be permitted in a manner consistent with the protection of Monument resources, and whether the methods proposed are the minimum necessary to achieve the desired research objective.
- SCI-8 All research and related educational activities will require special-use permits.

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SCI-9 All research will meet Monument data collection standards to be established by the Monument Manager with the advice of the GSENM Advisory Committee, and will provide information that feeds directly into the adaptive management framework.

## Transportation and Access

### Public Access

TRAN-1 This Plan designates the route system for the Monument. The transportation map (Map 2, in the back of the document) shows routes that will be open for public use and those available for administrative use only (see the **Administrative Routes and Authorized Users** section for related decisions). Any route not shown on Map 2 is considered closed upon approval of this Plan, subject to valid existing rights.<sup>1</sup> The specific routes shown open for public use are based on a variety of considerations including what is needed to protect Monument resources, implement the planning decisions, and provide for the transportation needs of surrounding communities. The basic philosophy in determining which routes will be open was to determine which routes access some destination (e.g., scenic overlook, popular camping site, heavily used thoroughfare) and present no significant threat to Monument resources. These routes will be open for public use. Routes that were not considered necessary or desirable (for resource protection purposes) will not be kept open for motorized and mechanized public access. In the event that Title 5 rights-of-way are issued or in the event of legal decisions on RS 2477 assertions, routes will be governed under the terms of these actions.

TRAN-2 Cross-country motorized travel will be prohibited in accordance with 43 CFR 8340 Off-Road Vehicle (OHV) regulations. Use on designated routes is allowed. OHV designations will be either “closed” (in the Primitive Zone) or “limited to designated routes” (in the Frontcountry, Passage, and Outback Zones) (Map 2). These designations are consistent with standard BLM designations provided for in BLM Manual 8340. Vehicles may pull off routes no more than 50 feet for parking and camping in the Outback Zone, except where prohibited (see the **Camping and Forestry Products** section for related decisions). No off-highway vehicle play areas will be designated in the Monument.

TRAN-3 Use of bicycles is limited to designated routes and cross-country travel is not allowed.

TRAN-4 Street legal motorized vehicles, including four-wheel-drive and mechanized vehicles (including bicycles), will be allowed on approximately 908 miles of routes designated open in the Frontcountry, Passage, and Outback Zones (Map 2). In order to display all open routes, this mileage number includes sections of Highways 12 and 89 within the Monument. No routes will be designated open in the Primitive Zone.

TRAN-5 Non-street legal all-terrain vehicles (ATVs) and dirt bikes will be restricted to those routes designated as open for their use. Non-street legal ATVs and dirt bikes will be allowed on approximately 553 miles of the 908 miles of routes designated open to street legal vehicles in the Frontcountry, Passage, and Outback Zones; no routes will be designated open to these vehicles in the Primitive Zone.

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<sup>1</sup> Some government entities may have a valid existing right to an access route under Revised Statutes (R.S.) 2477, Act of June 26, 1866, ch. 262, § 8, 14 Stat. 251 [codified as amended at 43 U.S.C. § 932 until repealed in 1976 by the Federal Land Policy and Management Act of 1976 (FLPMA), Public Law 94-579, Section 706(a), Stat. 2744, 2793 (1976)], which granted “[the right-of-way for the construction of highways over public lands, not reserved for public uses.]” As described in the United States Department of Interior, Report to Congress on R.S. 2477 (June 1993), claims of rights-of-ways under R.S. 2477 are contentious and complicated issues, which have resulted in extensive litigation. See e.g., *Sierra Club v. Hodel*, 848 F.2d 1068 (10th Cir. 1988); *Southern Utah Wilderness Alliance v. Bureau of Land Management*, Consolidated Case No. 2:96-CV-836-S (D. Utah, filed Oct. 3, 1996, pending). It is unknown whether any R.S. 2477 claims would be asserted in the Monument which are inconsistent with the transportation decisions made in the Approved Plan or whether any of those R.S. 2477 claims would be determined to be valid. To the extent inconsistent claims are made, the validity of those claims would have to be determined. If claims are determined to be valid R.S. 2477 highways, the Approved Plan will respect those as valid existing rights. Otherwise, the transportation system described in the Approved Plan will be the one administered in the Monument. Nothing in this Plan extinguishes any valid existing right-of-way in the Grand Staircase-Escalante National Monument. Nothing in this Plan alters in any way any legal rights the Counties of Garfield and Kane or the State of Utah has to assert and protect R.S. 2477 rights, and to challenge in Federal court or other appropriate venue, any BLM road closures that they believe are inconsistent with their rights.



TRAN-6 All zones will allow hikers, horses, and pack animals, except where noted elsewhere to protect resources.



*Burr Trail (photo by Jerry Sintz)*

### Maintenance

TRAN-7 With the exception of those segments listed below, open routes may be maintained within the disturbed travel surface area as of the date of this Plan; no widening, passing lanes, or other travel surface upgrades could occur. Deviations from the current maintenance levels will be allowed as follows (subject to Wilderness Study Area Interim Management Policy, BLM Manual H-3550-1):

- Hole-in-the-Rock Road: Allow stabilization of washout prone areas, primarily along the southeastern end, to prevent erosion and sediment loading in drainages.
- Smoky Mountain Road: Allow stabilization in the Alvey Wash section to prevent erosion and sediment loading in drainages.
- Cottonwood Wash Road: Allow stabilization of washout prone areas, primarily along the southern section, to prevent erosion and sediment loading in drainages.
- Skutumpah Road: Allow new crossing for safety at Bull Valley Gorge, and stabilization of washout prone areas, primarily along the northern section, to prevent erosion and sediment loading in drainages.

TRAN-8 In the event that Title 5 rights-of-way are issued, or in the event of legal decisions on RS 2477 assertions, maintenance activities will be governed under the terms of those actions.

TRAN-9 The BLM will continue to work with the Utah Department of Transportation (UDOT) on issues related to route maintenance for Highways 12 and 89. This will cover maintenance and safety work activities. Any new ground disturbance will require site-specific environmental analysis.

### Trails

TRAN-10 In the Frontcountry Zone, a full range of trails could be developed and maintained in order to provide opportunities for visitors.

TRAN-11 In the Passage Zone, trails could be developed and maintained where needed for protection of Monument resources or for public safety.

TRAN-12 Trails may only be developed or maintained in the Outback and Primitive Zones where necessary to protect Monument resources.

TRAN-13 The BLM will work with UDOT to explore the possibility of developing bicycle lanes or parallel bicycle routes along Highways 12 and 89.

TRAN-14 The Great Western Trail is proposed to traverse the Monument in the Grand Staircase section. The BLM is currently working with adjacent agencies to select an appropriate route through the Monument that is consistent with the objectives in this Plan. The route currently identified will be on existing routes designated open to ATVs in this Plan. This process may require further NEPA analysis.

### Administrative Routes and Authorized Users

TRAN-15 The BLM will be responsible for administrative routes which will be limited to authorized users. These are existing routes that lead to developments which have an administrative purpose, where the BLM or some permitted user must have access for regular

### Management Plan

maintenance or operation. These authorized developments include such things as powerlines, cabins, weather stations, communication sites, spring developments, corrals, and water troughs. Routes designated open for certain administrative purposes (approximately 182 miles) are shown on Map 2. Access will be strictly limited and will only be granted for legitimate and specific purposes. Maintenance will be the minimum required to keep the routes open for limited use by high clearance vehicles. If the administrative purpose of the route ceases, the route will be evaluated for closure following public notification and opportunity to comment. Authorized users could include grazing permittees, researchers, State or Federal agencies, Native American Indians accessing recognized traditional cultural properties, and others carrying out authorized activities under a permit or other authorization.

- TRAN-16 Beyond the routes shown on Map 2, the BLM will work with any individual operating within the Monument under existing permits or authorizations to document where access must continue in order to allow operation of a current permit or authorization. Routes that go only to BLM range monitoring and study areas will not be maintained, but periodic vehicular access to these sites will be granted for required range monitoring uses.

### Road Restoration Strategy

- TRAN-17 The BLM's strategy for restoring routes that will no longer be available for public or administrative motorized use in the Monument will be phased over a period of years. This will be accomplished as rapidly as funding permits. It is anticipated that this could take as many as ten years. Each year, a percentage of the Monument's base budget will be used to restore routes in areas that are easily accessible to the public and that involve sensitive resources in immediate danger of being degraded. Generally, routes in the Frontcountry and Passage Zones will be closed first. However, there may be routes in the Outback and Primitive Zones that will be considered on a case-by-case basis.

The proposal for restoration will include:

- not repairing washed out routes
- natural barriers, such as large boulders
- dead and down wood to obscure route entry ways
- fences
- ripping up the route bed and reseeding with vegetation natural to that area
- replacing gates with a fence if area has a fence in place
- visitor education and information

Each route will be looked at individually, and the best, least intrusive method will be used based on the geography, topography, soils, hydrology, and vegetation. The first several hundred feet of select routes identified for closure could be left open to provide pull-out areas or camping opportunities, preventing new ground disturbance elsewhere.

### Enforcement

- TRAN-18 The BLM's strategy to keep vehicles on designated travelways will be to hire additional staff including law enforcement personnel to patrol by foot, horse, and vehicle.
- TRAN-19 Maps and signs will be used to help educate the public about routes that are open and closed. The information will be on the Monument website, at the visitor centers/contact stations, and sent to the media.
- TRAN-20 The BLM is pursuing cooperative agreements with the Sheriff departments in Kane and Garfield Counties to facilitate shared law enforcement and support for enforcing established closures.
- TRAN-21 The BLM will continue to work with the counties, the State, the communities, and others to communicate correct information about the transportation network to the visiting public and to residents.
- TRAN-22 A volunteer program that will assist in educating visitors about access and other issues will also be developed.

TRAN-23 Monument staff will be scheduled to patrol on a regular basis throughout the year. Additional patrols will be added for intense use periods.

### Aircraft Operations

Congress has delegated monitoring and control of the National Airspace System to the Federal Aviation Administration (FAA). At the present time, airspace over the Monument is subject to numerous aviation regulations designed to establish a safe operating environment for all aircraft.

TRAN-24 The Department of Defense operates two Military Training Routes across the Monument. The BLM will work with the Department of Defense to ensure that military training routes are appropriate to Monument management.

TRAN-25 The BLM will work cooperatively with aircraft operators, adjacent land managing agencies, and the FAA to direct overflights to appropriate management zones.

TRAN-26 The only active airstrip inside the Monument is the New Home Bench airstrip near Boulder, which is located partially on U.S. Forest Service and partially on BLM lands. No other airstrip would be permitted in the Monument.

TRAN-27 A number of entities holding rights-of-way or permits, State agencies, and the BLM use aircraft for patrolling, monitoring, maintenance, and repair functions. Necessary aircraft operations for rights-of-way holders, permittees, and other agencies will be documented in the appropriate permit, authorization or a Memorandum of Agreement. Landing of aircraft for these purposes will be limited to the minimum necessary to meet the required maintenance or repair function.

TRAN-28 Natural ambient sound is an important component of the resource and visitor experience. Studies on the effects of noise utilizing both visitor surveys and sound measuring instruments will be completed to determine

what the noise baseline is for various areas within the Monument. Studies will be coordinated for areas that border adjacent National Parks.

### Utility Rights-of-Way and Communication Sites

Monument managers are committed to working with nearby communities and other land management agencies to pursue management activities which cooperatively accomplish the objectives of each agency within the constraints of Federal law.

LAND-1 The BLM will work with local communities and utility providers to identify short and long-term community needs for infrastructure which could affect Monument lands and resources.

LAND-2 Community projects which require public lands access or use will be subject to necessary project level NEPA analysis.

LAND-3 The BLM will work with the sponsor of a project to meet Monument Plan objectives for protecting resources. Alternative locations for projects will be identified when unavoidable conflicts arise. In order to protect Monument resources, such projects will be focused in appropriate zones as discussed below.

LAND-4 In general, proposals for diverting water out of the Monument will not be permitted. Exceptions could be made as discussed previously in WAT-2 of the **Water** section in this chapter.

LAND-5 In the Frontcountry and Passage Zones, communication sites and utility rights-of-way will be allowed, but will have to meet visual resource objectives (see the **Visual Resource Management** section for related decisions).

LAND-6 In the Outback Zone, communication sites and utility rights-of-way will be allowed within the constraints of the zone, where no other reasonable location exists, and will meet the visual objectives (see the **Visual Resource Management** section for related decisions).



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LAND-7 In the Primitive Zone, utility rights-of-way will not be permitted. In cases of extreme need for local (not regional) needs and where other alternatives are not available, a plan amendment could be considered for these facilities in the Primitive Zone. Communication sites will only be allowed in the Primitive Zone for safety purposes and where no other alternative exists.

#### Rights-of-Way

LAND-8 The following criteria and/or stipulations apply to the management of all rights-of-way in the Monument where they are allowed:

1. Bury new and reconstructed utility lines (including powerlines up to 34.5 kilovolts) unless: visual quality objectives can be met without burying; geologic conditions make burying infeasible; or burying will produce greater long-term site disturbance.
2. All reconstructed and future powerlines must meet non-electrocution standards for raptors. If problems with existing powerlines occur, corrective measures will be taken.
3. Construct all powerlines using non-reflective wire. Steel towers will be constructed using galvanized steel. Powerlines will not be high-lined unless no other location exists.
4. Strobe lights will not be allowed at any communication site. Other methods will be used to meet aircraft safety requirements.
5. Communication site plans will be prepared for all existing or new sites before any new uses or changes in use occur.
6. A Monument-wide feasibility study will be prepared to determine the most appropriate location for new communication sites.

LAND-9 Per Public Law 105-355, signed by President Clinton on October 31, 1998, a utility corridor was designated along Highway 89 in Kane County, including that

portion of Highway 89 within the Monument. The utility corridor extends 240 feet north from the center line of the highway, and 500 feet south from the center line of the highway. Location of the proposed Lake Powell to Sand Hollow water pipeline within this utility corridor is a possibility. Subsequent NEPA analysis will be required.

LAND-10 The BLM will authorize only one access route to private land parcels unless public safety or local ordinances warrant additional routes. Private land owners will be required to coordinate the development of access routes across public lands in order to prevent a proliferation of routes. Rights-of-way may be allowed when necessary to exercise valid existing rights.

#### Valid Existing Rights and Other Existing Authorizations

The Proclamation establishing the Monument states: “The establishment of this monument is subject to valid existing rights.” This sentence reflects the President’s intention to honor rights that existed prior to the establishment of the Monument. Before it was established, the lands within GSENM were subject to various authorizations, some giving “rights” to the holders and some of which could be construed as providing valid, but lesser, interests.



*Vermilion Cliffs (photo by Kelly Rigby)*

Valid existing rights (VERs) are those rights in existence within the boundaries of GSENM when the Monument was established on September 18, 1996. Valid existing rights were established by various laws, leases, and filings under Federal law, and for leases on lands acquired by the United States from Utah, under Utah State law. This section describes such VERs within the Monument, addresses how VERs will be verified, and explains how applications and notices filed after completion of this Plan on existing mining claims will be addressed. Also addressed are the lesser interests or other authorizations that existed prior to September 18, 1996; a discussion of how those authorizations will be handled subsequent to approval of the Plan is also included.

### **Energy and Mineral Activities (Including Hardrock, Oil, Gas, and Coal)**

The Proclamation establishing the Monument withdrew all Federal lands and interests in lands within the Monument from entry, location, selection, sale, leasing, or other disposition (except for exchanges that further the protective purposes of the Monument) under the public land laws, including the mineral leasing and mining laws. Thus, no new Federal mineral leases or prospecting permits may be issued, nor may new mining claims be located within the Monument. Authorization for activities on existing mineral leases and mining claims, according to the Proclamation, will be governed by VERs.

With respect to oil and gas leases, mineral leases, and mining claims “valid existing rights” vary from case to case, but generally involve rights to explore, develop, and produce within the constraints of laws and regulations.

Within the Monument, there are currently 68 Federal mining claims covering approximately 2,700 acres, 85 Federal oil and gas leases encompassing more than 136,000 acres, and 18 Federal coal leases on about 52,800 acres. Newly acquired Utah School and Institutional Trust Lands Administration (SITLA) mineral and oil and gas leases are discussed below in the section titled **Acquired School and Institutional Trust Lands**.

VER-1 The BLM will verify whether VERs are present in each of these cases by periodically reviewing the files related to existing mining claims and leases. This will help ensure that required actions, filings, and fees are in full

compliance with the law. This process, known as adjudication, will continue for the life of each VER. With regard to mining claims and millsites located under the Mining Law of 1872, the BLM will initiate a validity examination process to verify the VERs of claimants before such claimants conduct surface disturbing activities greater than casual use. Valid mining claims require existence on September 18, 1996, of a discovery of a valuable mineral deposit, as well as a continuing discovery to the date of the validity examination and thereafter. For previously approved operations, the BLM will conduct validity examinations. For new proposals, except as described in the next sentence, the BLM will (1) withhold approval of plans of operations under 43 CFR 3802 or 3809 until the validity examination process is complete and the claims are determined to be valid; and (2) inform persons who have written the BLM that they intend to commence notice-level operations under 43 CFR 3809 that such operations cannot commence until the BLM completes its validity examination process and has verified that there are VERs. Until the validity examination process is complete, the BLM may allow notice-level operations or approve a plan of operations under 43 CFR 3809 for operations on unreclaimed previously disturbed areas, which are limited to taking samples to confirm or corroborate mineral exposures that are physically disclosed and existing on the mining claim. BLM may deny plans of operations without the performance of a validity examination if such denial is consistent with BLM regulations and policy.

In addition, VERs may be examined in the field for compliance with laws and regulations. The BLM will continue to monitor oil and gas activities through its Inspection Program.

Once a VER is verified, the process used to address applications or notices filed under that VER (such as an application to drill on an oil or gas lease, or a plan of operations or notice filed on a mining claim) will vary by commodity and regulation. However, for all applications and notices, the BLM will use a NEPA analysis to determine potential impacts on the Monument resources that this Plan is required to protect. Once such analysis

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is completed, the BLM will take the following actions on a case-by-case basis:

1. If the analysis indicates no impact to Monument resources, or indicates impacts to resources, but determines that the impacts are consistent with the Proclamation and this Plan, the proposed operation can proceed in accordance with applicable regulations, standards and stipulations.
2. If analysis and documentation indicate that, under the laws, regulations, and stipulations discussed above, a proposal may have impacts that are not in conformance with the Proclamation and this Plan, the BLM will take the following actions on a case-by-case basis:
  - A. Work with the applicant to find alternatives or modifications to the proposal that will either:
    1. Cause no adverse impacts to Monument resources, or
    2. Minimize such impacts through special stipulations or other permit conditions, consistent with the applicant's rights.
  - B. If unable to prevent or minimize adverse impacts as described in 2(A), disapprove the proposed action if disapproval is consistent with the applicants' rights. For persons with rights within WSAs within the Monument, the BLM will also be guided by its July 5, 1995, Interim Management Policy and Guidelines for Lands Under Wilderness Review.

### Other Existing Rights or Interests

There are situations, unrelated to minerals, in which the BLM has authorized some use of public land, or has conveyed some limited

interest in public land. The authorization may be valid, existing when the Monument was designated, and may convey some "right" or interest. Many rights-of-way<sup>2</sup>, easements<sup>3</sup>, and leases<sup>4</sup> granted on public land are in this category. They vary from case-to-case, but the details of each one are specified in the authorizing document.

VER-2 These authorizations, where they are valid and existed when the Monument was established, will be recognized in the Monument and their uses will be allowed subject to the terms and conditions of the authorizing document. Where these uses conflict with the protection of Monument resources, and where legally possible, leases, permits, or easements will be adjusted to eliminate or minimize adverse impacts.

VER-3 The Materials Act of 1947 specifically excludes the disposal of mineral materials from National Monuments. As a result, free use permits or contracts for mineral materials authorized under this Act will not be renewed.

VER-4 Some mineral material sites are authorized under Title 23 U.S.C. Section 107 (1998), which provides for the appropriation of lands or interests in lands for highway purposes. Unlike free use permits or contracts for sale of mineral materials that are issued for a fixed term, Title 23 rights-of-way continue indefinitely. The BLM does not resume jurisdiction over the land covered by the rights-of-way until the lands are returned to the BLM upon a determination by the Federal Highway Administration that the need for the material no longer exists. Existing Title 23 rights-of-way within the Monument are inconsistent with the protection of Monument resources. The BLM will request closure of those sites from the Federal Highway Administration and will work with the Federal Highway Administration to find suitable replacement sources of mineral material.

<sup>2</sup> A "right-of-way" refers to the public lands authorized to be used or occupied pursuant to a right-of-way grant. A right-of-way grant authorizes the use of a right-of-way over, upon, under or through public land for construction, operation, maintenance and termination of a project (from 43 U.S.C. Section 1761-1771, 43 CFR Ch. II, 2800.0-5).

<sup>3</sup> An easement is a non-possessory, non-exclusive interest in land which specifies the rights of the holder and the obligation of the Bureau of Land Management to use and manage the lands in a manner consistent with the terms of the easement (43 U.S.C. 1732, 1733, 1740; 43 CFR 2920.0-5).

<sup>4</sup> A lease is an authorization to possess and use public land for a fixed period of time (43 CFR 2920.0-5).



*Non-Federal Land Inholdings*

There are approximately 15,000 acres of private land within the boundary of the Monument. They are not Monument lands, but their presence has implications for Monument lands, because landowners generally have rights to reasonable access to their lands across public lands. The Proclamation does not alter that.

VER-5 Owners of non-Federal land surrounded by public land managed under FLPMA are entitled to reasonable access to their land. Reasonable access is defined as access that the Secretary of the Interior deems adequate to secure the owner reasonable use and enjoyment of the non-Federal land. Such access is subject to rules and regulations governing the administration of public land.<sup>5</sup> In determining reasonable access, the BLM has discretion to evaluate and will consider such things as proposed construction methods and location, reasonable alternatives, and reasonable terms and conditions as are necessary to protect the public interest and Monument resources.

VER-6 The BLM will consider land exchanges and acquisitions so long as the current owner is a willing participant and so long as the action is in the public interest, and is in accordance with other management goals and objectives of this Plan. The action must also result in a net gain of objects and values within the Monument, such as wildlife habitat, cultural sites, riparian areas, live water, threatened or endangered species habitat, or areas key to the maintenance of productive ecosystems. The action may also meet one or more of the following criteria:

- ensures the accessibility of public lands in areas where access is needed and cannot otherwise be obtained;
- is essential to allow effective management of public lands;
- results in the acquisition of lands which serve a National priority as identified in National policy directives.

All land exchanges and acquisitions will be subject to VERs as determined by the BLM.

*Other Land Use Authorizations*

VER-7 There are a variety of other land use authorizations which were in effect at the time of the Proclamation, and which, although they involve no “rights,” are being



*Snags (photo by Jerry Sintz)*

<sup>5</sup> Alaska National Interest Lands Conservation Act of 1980 (16 U.S.C. 3210). The courts have found that this provision applies nationally. Also found in BLM Manual 2800.06B.

### Management Plan

continued in the Monument. Outfitter and guide permits are an example. These permits authorize certain uses of public land for a specified time, under certain conditions, without conveying a right, title, or interest in the land or resources used. Such permits will be recognized in the Monument and fulfilled subject to the terms and conditions of the authorizing document. If at any time it is determined that an outfitter and guide permit, other such permit, or any activities under those permits, are not consistent with the Approved Monument Management Plan, then the authorization will be adjusted, mitigated, or revoked where legally possible.

VER-8 Grazing permits are also in this category. Grazing permits or leases convey no right, title, or interest in the land or resources used. Although the Proclamation specifically mentions livestock grazing, it does not establish it as a “right” or convey it any new status. The Proclamation states that “grazing shall continue to be governed by applicable laws and regulations other than this proclamation,” and says that the Proclamation is not to affect existing permits for, or levels of, livestock grazing within the Monument. Other applicable laws and regulations govern changes to existing grazing permits and levels of livestock grazing in the Monument, just as in other BLM livestock grazing administration programs. Management of livestock grazing is addressed previously in the **Livestock Grazing** section of this chapter.

#### Acquired School and Institutional Trust Lands

On October 31, 1998, President Bill Clinton signed into law the Utah Schools and Lands Exchange Act of 1998 (Public Law 105-335), ratifying a May 8, 1998 Agreement to Exchange Utah School Trust Lands Between the State of Utah and the United States of America (Agreement). Under this Act, the State inholdings within the Monument were transferred to the United States, along with the mineral interest on approximately an additional 24,000 acres. The lands contain numerous interests of varying types (e.g., leases, permits, licenses) held by third parties. The conveyance occurred on January 8, 1999. Section 5(A) of the Agreement provides that any lands and interests in lands acquired by the United States

within the exterior boundaries of Grand Staircase-Escalante National Monument under the Agreement shall become part of the Monument and shall be subject to all laws and regulations applicable to the Monument.

The conveyance by the State of Utah to the United States was subject to all VERs, existing authorizations, and other interests outstanding in third parties found acceptable under the Attorney General’s title regulations, including:

- valid existing water rights owned by private parties;
- all leases, permits, and contracts for grazing of domestic livestock, and the related terms and conditions of the State’s user agreements;
- title to, or any interest in, any range improvement held by any private party on such lands;
- all rights-of-way and special use agreements; and
- existing surface and mineral leases.

The Agreement provides express assurances that the United States will accept the transferred lands subject to VERs found acceptable under the Attorney General’s title regulations. Specifically, Section 6 makes clear that nothing contained in the Agreement will impair valid existing water rights owned by private parties. All terms and conditions of existing State grazing permits will be honored. Moreover, ranchers who rely on the State section to meet Federal base property requirements for Federal grazing permits will be able to continue to use the former State section to qualify as base property. The agreement also includes a provision ensuring that nothing expands or diminishes pre-existing rights-of-way under State or Federal law. Finally, mineral leases will remain in force and subject to their existing terms.

VER-9 The BLM will be acting in place of the State in administering all valid existing authorizations for the remainder of the applicable term in accordance with State laws and regulations. As part of such administration, BLM decisions will be subject to those Federal laws which are ordinarily attached to Federal decisions (e.g., the National Environmental Policy Act, Endangered Species Act, National Historic Preservation Act). Renewal of any lease, permit, or contract will occur if provided for under the terms of the lease, permit, or contract. Upon expiration of any grazing lease or permit, the holder shall be entitled to a

preference right to renew such lease or permit to the extent provided by Federal law. This provides a priority to the holder of the expiring lease or permit against other applicants, but does not guarantee that a renewal will occur. [Public Lands Council v. Babbitt, 158 F.3rd 1160, 1171 (10th Cir 1998)]

## Vending

- VEND-1 Vending within the Monument will be occasional, infrequent, and may be allowed by permit on a case-by-case basis in the Frontcountry and Passage Zones, in association with approved special events or recreation sites. Generally, permits could be issued to provide services needed at recreation sites (such as firewood sales at campgrounds) and services that are commonly offered in conjunction with permitted special events. Criteria and/or stipulations to protect Monument resources will be included in all permits. Concessionaire sales and on-going vending permits are not included in this provision, except where contracts between concessionaires and the Monument are used to provide services to visitors in the Frontcountry and Passage Zones.
- VEND-2 Vending will not be allowed in the Outback or Primitive Zones.
- VEND-3 The BLM will work with UDOT to regulate vendors along Highways 12 and 89.



*Dunes (photo by Jerry Sintz)*

## Water-Related Developments (Non-Culinary)

- WDEV-1 Water developments can be used as a management tool throughout the Monument for the following purposes: better distribution of livestock when deemed to have an overall beneficial effect on Monument resources, including water sources or riparian areas, or to restore or manage native species or populations. They can be done only when a NEPA analysis determines this tool to be the best means of achieving the above objectives and only when the water development would not dewater streams or springs. Developments will not be permitted to increase overall livestock numbers. Maintenance of existing developments can continue, but may require NEPA analysis and must be consistent with the objectives of this Plan.

## Wildfire Management

- FIRE-1 Vegetation in the Monument generally evolved with fire as a minor part of the ecosystem, as is evident from the flora and soil characteristics. Periodic fires did occur in the Monument, but little information is known about the frequency or size of these fires. The objective of the fire management program will be to allow fire to play its natural role in the ecosystem. Management ignited fires may be initiated in areas where fire suppression has disrupted natural fire regimes. Decisions relating to the use of management ignited fire as a tool are found in the Vegetation Restoration Methods section of this chapter. Specific objectives for management ignited fire will be developed prior to its use and with recommendations from the GSENM Advisory Committee.
- FIRE-2 For all fire activities, the Monument is part of the Color Country Interagency Fire Management Area. This area includes Iron, Washington, Beaver, Kane, and Garfield Counties in Utah, and the BLM Arizona Strip Field Office lands of Mohave County in Arizona. This area was established to share resources in southwestern Utah and northwestern Arizona. An operating plan outlining agency responsibilities and organizational structure for suppression activities is updated annually.



Management Plan

Specific zoned areas and policies have been established to indicate how suppression activities will be managed in specific areas of the Monument. Most of the Monument is included in zones that have little fire suppression activity. Some full suppression zones occur within the Monument, found in areas where protection of structures and property are a concern. Protection of other resources is fully integrated into the fire management strategies for all of the zones in southern Utah and northern Arizona. Changes in specific zone strategies may be updated on an annual basis to assure appropriate action is taken for fire suppression in a given area. All changes in zones and activities will be coordinated with the Color Country Fire Management Area staff following established processes.

- FIRE-3 Heavy equipment use is allowed through authorization of the Monument Manager.
- FIRE-4 A designated fire resource advisor familiar with WSA issues will be consulted on all fires within the Monument that involve WSAs.

Wildlife Services

- WS-1 Wildlife Services (formerly Animal Damage Control) activities within the Monument will be limited to the taking of individual coyotes within the immediate vicinity after verified livestock kills, where reasonable livestock management measures to prevent predation had been taken and had failed. Reasonable livestock management measures could include preventative measures to control predation, such as managing where calving occurs, in order to develop improved land management practices.
- WS-2 No traps, poisons, snares, or M44s will be allowed in the Monument due to safety concerns and potential conflicts with Monument resources.
- WS-3 Consistent with the Proclamation, the above provisions do not diminish the responsibility and authority of the State of Utah for management of fish and wildlife. These provisions apply to the operations of the Animal and Plant Health Inspection Service (Wildlife Services) agency and are taken under the terms of the national

agreement between the BLM and Wildlife Services, which states that “APHIS-ADC shall conduct activities on BLM lands in accordance with APHIS-ADC policies, wildlife damage management plans, applicable State and Federal laws and regulations, and consistent with BLM Resource or Management Framework Plans.” Control actions taken by the State of Utah, or actions taken under State law by private citizens are not affected by this provision.

Withdrawal Review

The Proclamation establishing the Monument states: “All Federal lands and interests in lands within the boundaries of this Monument are hereby appropriated and withdrawn from entry, location, selection, sale, leasing, or other disposition under the public land laws...” The Proclamation also states: “Nothing in this Proclamation shall be deemed to revoke any existing withdrawal, reservation, or appropriation; however, the National Monument shall be the dominant reservation.” This statement refers to any lands within the Monument that have been removed or withdrawn from operation under some or all of the public land laws (such as mining and/or mineral leasing laws) by statute or Secretarial order prior to the Proclamation. These withdrawals were imposed to achieve a variety of purposes, and they remain in effect until specifically revoked, or otherwise expire. Many were established prior to the enactment of FLPMA in 1976. Table 1 summarizes all existing withdrawals in the Monument.

Table 1. Withdrawals/Classifications

Number	Type	Acres
248	Public Water Reserves	12,035
10	Reclamation Withdrawals	17,496
3	Recreation Classifications	7,940
1	Withdrawal for Federal Energy Regulatory Commission (FERC) Project #2219	132
1	Withdrawal for FERC Project #2642	57
1	Wolverine Petrified Wood Area	1,520
1	Escalante Canyons Outstanding Natural Area (ONA)	1,160
1	Devils Garden ONA	640
1	North Escalante Canyon ONA	5,800
1	The Gulch ONA	3,430
1	Phipps-Death Hollow ONA	34,300
1	Calf Creek Recreation Area	5,835
1	Deer Creek Recreation Area	640
1	Dance Hall Rock Historic Site	640

WR-1 The BLM will continue to review withdrawals within the Monument to determine their consistency with the intent of the withdrawal. Any withdrawals no longer meeting their intended purpose will be terminated under Section 204 (l) of FLPMA.

Where appropriate, existing withdrawals could also be modified or revoked under Section 204 (a) of FLPMA to implement the objectives of this Plan.

equivalent under either Monument authority or ACEC designation.

## Special Management Designations

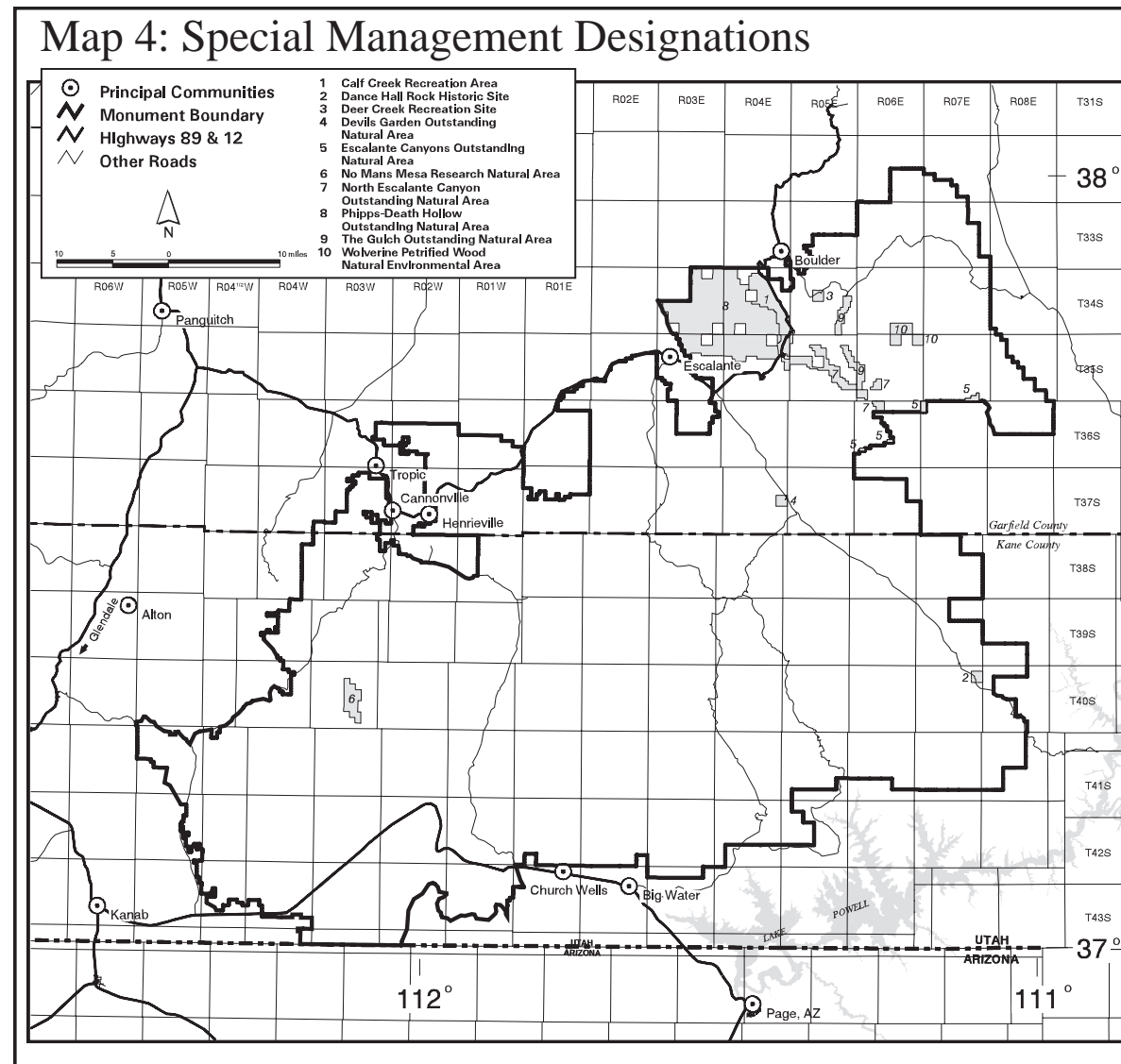
SMA-1 All existing special management designations are consistent with the Proclamation and the objectives of this Plan. The following designations (Map 4) will continue:

## Special Emphasis Areas

This section describes decisions for special emphasis areas such as Wilderness Study Areas and for special management tools such as Visual Resource Management. Like the decisions described throughout the rest of this chapter, these decisions are designed to contribute to the overall management direction and resource objectives in this Plan.

## Areas of Critical Environmental Concern

ACEC-1 No Areas of Critical Environmental Concern (ACECs) are designated in the Monument Management Plan. After careful evaluation of the resources recognized in ACEC nominations, it was determined that their protection will be substantially



- Calf Creek Recreation Area
- Deer Creek Recreation Site
- Devils Garden Outstanding Natural Area
- Dance Hall Rock Historic Site
- Escalante Canyons Outstanding Natural Area (tracts 2, 3, 4 are included in North Escalante Canyon/The Gulch ISA and Tract 1 and 5 are separate)
- North Escalante Canyon Outstanding Natural Area
- The Gulch Outstanding Natural Area

- Phipps-Death Hollow Outstanding Natural Area
- No Mans Mesa Research Natural Area
- Wolverine Petrified Wood Natural Environmental Area

## Special Recreation Management Areas

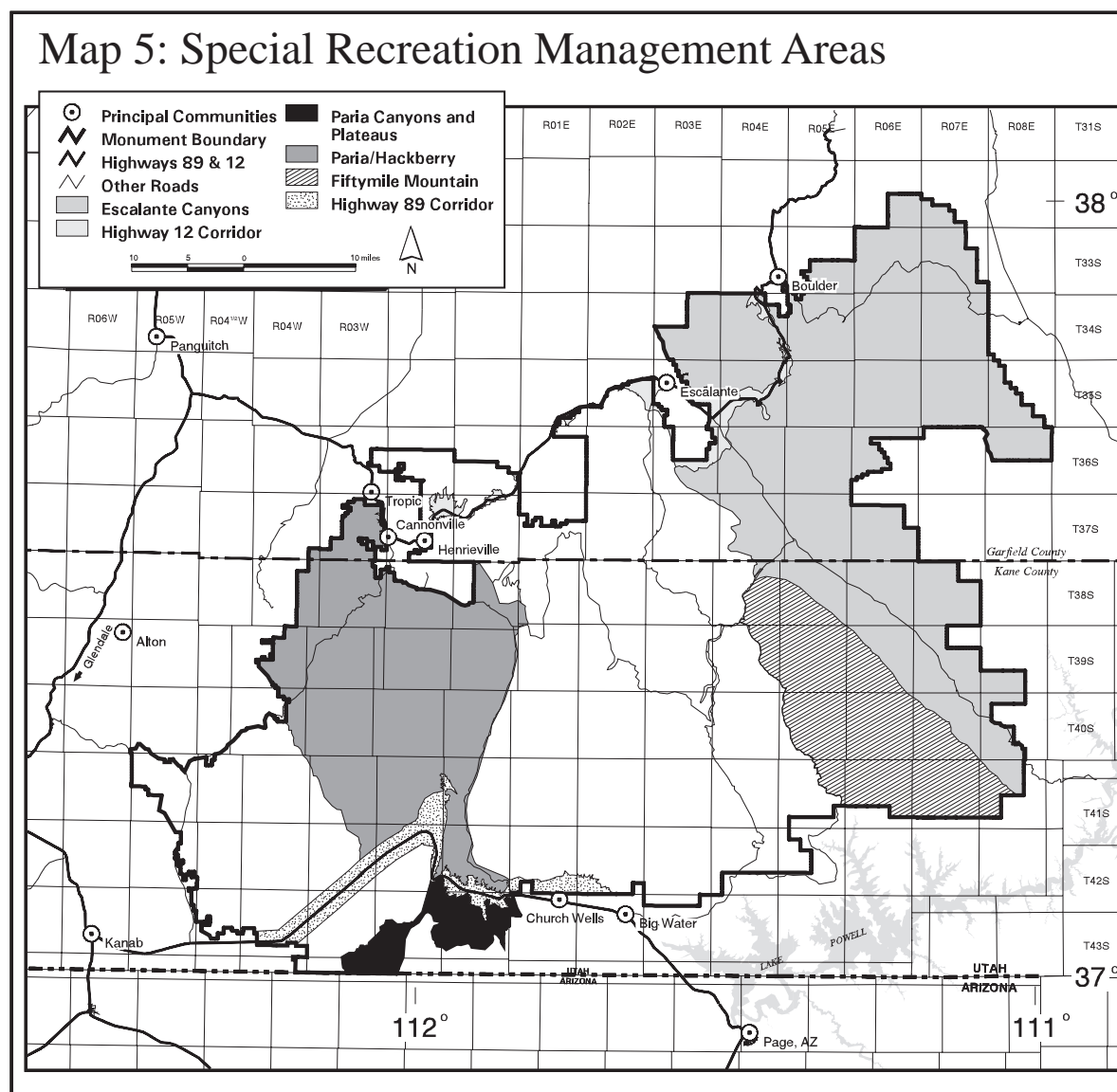
Special Recreation Management Areas (SRMA) are areas where more intensive recreation management may be needed because the area will be a focal point for visitation (Highway 12 and 89

corridors) or because recreational uses within the area need to be closely managed or limited to prevent conflicts with Monument resources (Escalante Canyons, Paria/Hackberry, and Fifty mile Mountain).

SRMA-1 The Escalante Canyons, Paria/Hackberry, and Paria Canyons and Plateaus will continue to be managed as Special Recreation Management Areas. Fifty mile Mountain, the Highway 12 Corridor, and the Highway 89 Corridor will also be SRMAs (Map 5). Management objectives for these areas are outlined below. Management of these areas will be accomplished through subsequent integrated activity plans as discussed in Chapter 3.

SRMA-2 Escalante Canyons  
SRMA

The boundary of this SRMA will follow the geographical





topography including all the tributaries to the main Escalante Canyon. It will include trailheads for all the popular routes into the canyons. Activities in this SRMA include backpacking, canyoneering, non-motorized boating, and equestrian use. The overall recreation experience will continue to be primitive, uncrowded, and remote. Overall social encounters will remain low compared to other southwest canyon hiking opportunities. However, a range of social encounters will be available. Potential permit systems could address general public, commercial, and administrative users.

### SRMA-3 Paria/Hackberry SRMA

This area is bordered on the west by Kitchen Canyon Road, on the east by Cottonwood Canyon Road corridor, on the south by the confluence of Hackberry/Cottonwood Creeks and the Paria River, and on the north by Dixie National Forest, excluding the Skutumpah corridor. Activities in this SRMA include backpacking, canyoneering, and equestrian use. The overall recreation experience will continue to be primitive, uncrowded, and remote. Equestrian opportunities will be emphasized in Paria Canyon, while backpacking opportunities will be emphasized in Hackberry Canyon. Potential permit systems could address general public use and commercial users.

### SRMA-4 Paria Canyons and Plateaus SRMA

This area encompasses Buckskin Mountain, West Clark Bench, and Cedar Mountain to connect to the BLM Arizona Strip's "Canyons and Plateaus of the Paria Resource Conservation Area." These areas are located south of Highway 89, with the Monument boundary marking the east boundary. Activities in this SRMA include canyoneering, equestrian use, backpacking, hiking, hunting, and scenic touring along the House Rock Valley Road. The overall recreation experience will continue to be primitive, uncrowded and remote. Overall social encounters will remain low compared to other southwest canyon hiking opportunities. However, a range of social encounters occur.

Management of this SRMA will be in coordination with the Kanab and the Arizona Strip Field Offices.

### SRMA-5 Fiftymile Mountain SRMA

This areas includes the geographical area called Fiftymile Mountain including trail access points. Activities in this SRMA include equestrian use, backpacking, and hunting. The recreation experience will be primitive, uncrowded, and remote. Visitors will not be encouraged to go to this area and commercial outfitting will be extremely limited.

### SRMA-6 Highway 12 Corridor SRMA

This area encompasses the Highway 12 corridor located in the Monument, including the Calf Creek Campground and Interpretive Trail. Activities in this SRMA include scenic driving, day-use hiking, camping, equestrian use, road bicycling, scenic and interpretive viewing. The recreation experience will focus on learning about geology, history, archaeology, biology, and paleontology, in addition to scenic viewing. Short interpretive trails and scenic overlooks will be developed to encourage visitors to learn more about these Monument resources. Opportunities will accommodate all visitors. Information stations located in Boulder, Escalante, and Cannonville will disseminate educational materials to further information about these resources.

### SRMA-7 Highway 89 Corridor SRMA

This area encompasses the Highway 89 corridor within the Monument, including the Paria Movie Set, the old Pahreah townsite, and the Paria Contact Station. Activities in this SRMA include scenic driving, day-use hiking, camping, road and mountain bicycling, scenic and interpretive viewing. The recreation experience will focus on learning about geology, history, archaeology, biology, and paleontology, in addition to scenic viewing. Short interpretive trails and scenic overlooks will be developed to encourage visitors to learn more about these Monument resources. Opportunities will accommodate all visitors. This corridor will be coordinated with the Vermilion Cliffs Highway Project.

## Visual Resource Management

The wealth of landforms, geology, colors, elevation changes, and vegetation types in the Monument contribute to its outstanding scenery. The BLM's objective will be to preserve these spectacular scenic assets in "this high, rugged, remote region, where bold plateaus and multi-hued cliffs run for distances that defy human perspective..." (Proclamation 6920, 1996)

Visual Resource Management (VRM) will be used as one tool to meet this objective (other visual resource requirements are discussed below). An inventory of visual resources, using the procedures specified in the BLM's Visual Resource Inventory Manual H-8410-1, was updated after the Monument was established. The updated visual inventory classes were developed using higher sensitivity ratings due to the high visibility and sensitivity of visual resources in the Monument.

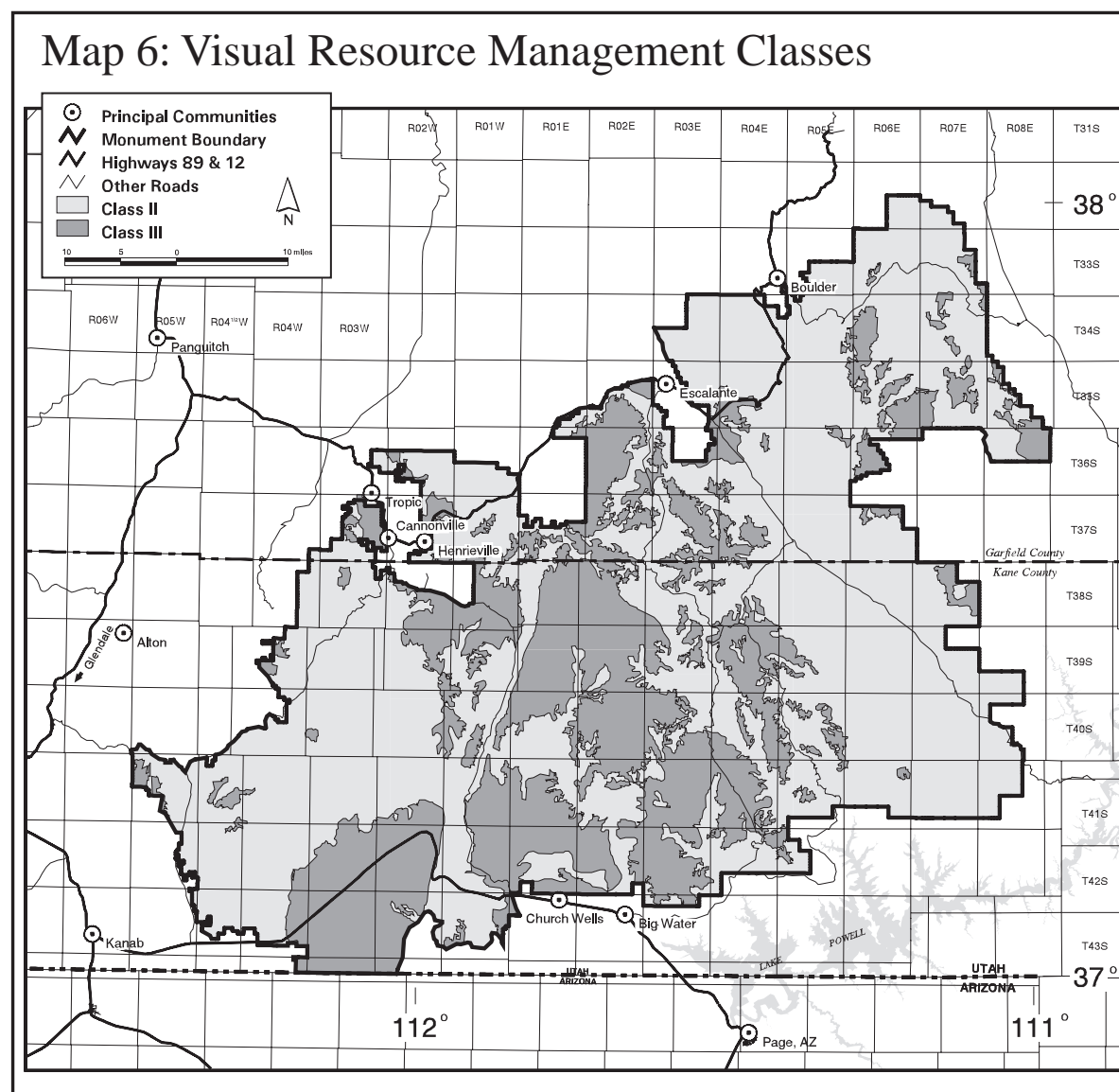
VRM-1 Utilizing the results of the visual resource inventory and other resource allocation considerations, 68 percent of the lands within the Monument will be assigned to VRM Class II and 32 percent of the lands within the Monument will be assigned to VRM Class III, as shown on Map 6.

The VRM class objectives are as follows:

**Class II:** The objective of this class is to retain the existing character of the landscape. The level of change to the characteristic

landscape should be low. Management activities may be seen, but should not attract the attention of the casual observer. Any changes must repeat the basic elements of form, line, color, and texture found in the predominant natural features of the characteristic landscape.

**Class III:** The objective of this class is to partially retain the existing character of the landscape. The level of change to the characteristic landscape should be moderate.



Management activities may attract attention but should not dominate the view of the casual observer. Changes should repeat the basic elements found in the predominant natural features of the landscape.

- VRM-2 All proposed actions must consider the importance of visual values and must minimize the impacts the project may have on these values. While performing an environmental analysis for projects, the visual resource contrast rating system will be utilized as a guide to analyze potential visual impacts of the proposal. Projects will be designed to mitigate impacts and conform to the assigned VRM Class objective and other objectives including: (1) using natural or natural appearing material as a priority, (2) meeting restoration/revegetation objectives, and (3) complying with the Monument Facilities Master Plan.
- VRM-3 Some types of projects such as valid existing rights, or ingress to private land may be allowed on a case-by-case basis in Class II or III areas. Visual resource impacts in these instances will be minimized by such measures as screening, painting, project design, relocation, or restoration.
- VRM-4 The Monument Manager may allow temporary projects, such as research projects, to exceed VRM standards in Class II and III areas, if the project terminates within two years of initiation. Rehabilitation will begin at the end of the two year period. During the temporary project, the Manager may require phased mitigation to better conform with prescribed VRM standards.
- VRM-5 The VRM classes acknowledge existing visual contrasts. Existing facilities or visual contrasts will be brought into VRM class conformance to the extent practicable when the need or opportunity arises (i.e., rights-of-way renewals, mineral material site closures, abandoned mine rehabilitation).

- VRM-6 If areas are designated as Wilderness or designated a wild section of a National Wild and Scenic River, they will be reassigned to VRM Class I.

## Wild and Scenic Rivers

- WSR-1 Approximately 252<sup>6</sup> miles of river segments have been determined suitable and will be recommended for Congressional designation into the National Wild and Scenic River System (NWSRS). The suitable river segments include: Escalante River 1, 2, 3; Harris Wash; Lower Boulder Creek; Slickrock Canyon; Lower Deer Creek 1, 2; The Gulch 1, 2, 3; Steep Creek; Lower Sand Creek and tributary Willow Patch Creek; Mamie Creek and west tributary; Death Hollow Creek; Calf Creek 1, 2, 3; Twenty-five Mile Wash; Upper Paria River 1, 2; Lower Paria River 1, 2; Deer Creek Canyon; Snake Creek; Hogeeye Creek; Kitchen Canyon; Starlight Canyon; Lower Sheep Creek; Hackberry Creek; Lower Cottonwood Creek; and Buckskin Gulch. The suitable segments are shown on Maps 7 and 8. Rationale for suitability determinations for all segments are found in Appendix 4.
- WSR-2 Those streams found suitable will be managed for protection of the resources associated with the stream. Such action will not entail any additional state water rights and will not result in a Federal reserved water right unless Congress acts to officially designate the stream or stream segment as part of the NWSRS. Upon such designation, if any, the Federal reserved water right thus established would, by law, be established with the priority date of the designation and would be junior to all preexisting water rights, in accordance with the existing state priority system. Senior rights in any stream designated would be unaffected.
- WSR-3 River segments determined non-suitable will be managed under the direction and prescriptions of this Plan.

<sup>6</sup> The 223 mile figure that was reported in the Proposed Plan/FEIS was incorrect. The figure in the Proposed Plan should have been 252, the same as the number reported in this Plan.



Wilderness Study Areas

Wilderness preservation is part of the BLM’s mandate. Pursuant to this mandate, certain areas within the Monument have been identified for Wilderness review. The purpose of these areas, referred to as Wilderness Study Areas (WSAs), is to protect potential wilderness values until further study is completed, recommendations on their suitability for Wilderness designation are made, and legislation takes effect to designate them as part of the National Wilderness Preservation System or release them from further study or protection.

The Monument contains 16 WSAs, totaling approximately 881,997 acres<sup>7</sup>, or about 47 percent of the BLM acres in the Monument (Table 2 and Map 9). These WSAs were identified in a 1978-80 inventory as having wilderness character and thus worthy of further study to determine their suitability for designation as part of the National Wilderness Preservation System. In 1990, the Utah Statewide Final Environmental Impact Statement analyzed the suitability of the WSAs

Table 2. Wilderness Study Areas

Name	Acres*
Phipps-Death Hollow Instant Study Area (ISA)	42,731
Steep Creek Wilderness Study Area (WSA)	21,896
North Escalante Canyons/The Gulch ISA	120,204
Carcass Canyon WSA	47,351
Scorpion WSA	35,884
Escalante Canyons Tract 1 ISA	360
Escalante Canyons Tract 5 ISA	760
Devils Garden ISA	638
The Blues WSA	19,030
Fiftymile Mountain WSA	148,802
Death Ridge WSA	63,667
Burning Hills WSA	61,550
Mud Spring Canyon WSA	38,075
The Cockscomb WSA	10,827
Paria/Hackberry and Paria/Hackberry 202 WSA	135,822
Wahweap WSA	134,400
* WSA/ISA acres are total BLM acres from the Utah Statewide Wilderness Study Report, October 1991.	
Total acres reported elsewhere in this Plan were generated by a Geographic Information System (GIS) and may vary from those reported here.	

for designation, and in 1991, the Utah Statewide Wilderness Study Report made suitability recommendations to Congress. Further recommendations on wilderness suitability are outside the scope of this Plan.

In response to an ongoing debate over whether additional lands in Utah should have been designated for wilderness study as part of the original inventory process under section 603 of FLPMA, a subsequent inventory of BLM lands was begun in 1996 and was completed in early 1999. This effort inventoried areas covered in proposed legislation before Congress at that time (HR 1500 and HR 1745). Out of 3.1 million acres inventoried, the BLM found 2.6 million acres with wilderness characteristics (in addition to the existing WSAs in the State), of which 457,049 acres are within the Monument. In March 1999, the BLM began a planning process under Section 202 of FLPMA to consider whether to include any of these additional lands in new Section 202 WSAs. The 202 process is being carried out separately from the planning process for the Monument. Thus, recommendations on wilderness suitability for these areas are beyond the scope of this Plan.

- WSA-1

Existing WSAs in the Monument will be managed under the BLM’s Interim Management Policy (IMP) and Guidelines for Lands Under Wilderness Review (BLM Manual H-8550-1) until legislation takes effect to change their status. The major objective of the IMP is to manage lands under wilderness review in a manner that does not impair their suitability for designation as wilderness. In general, the only activities permissible under the IMP are temporary uses that create no new surface disturbance nor involve permanent placement of structures. Temporary, non-disturbing activities, as well as activities governed by valid existing rights, may generally continue in WSAs.
- WSA-2

Actions allowed under the IMP will also be subject to other BLM laws and policies that govern the use of public land, including management prescriptions or other restrictions developed in this Plan (where they are consistent with the IMP). It is important to note that some uses and activities described in this Plan may not

<sup>7</sup> The reported WSA acres differ between the FEIS and this Plan because split estate acres (i.e. where the BLM owns the surface rights and another party owns the subsurface rights) were mistakenly not reported in the FEIS.

be achievable under the IMP. Where conflicts occur between the zone prescriptions and IMP, IMP will take precedence until action is taken by Congress to either designate the WSAs as Wilderness or release them from further protection. This Plan and zone prescriptions will apply to all public land within the Monument if Congress releases them from WSA status.

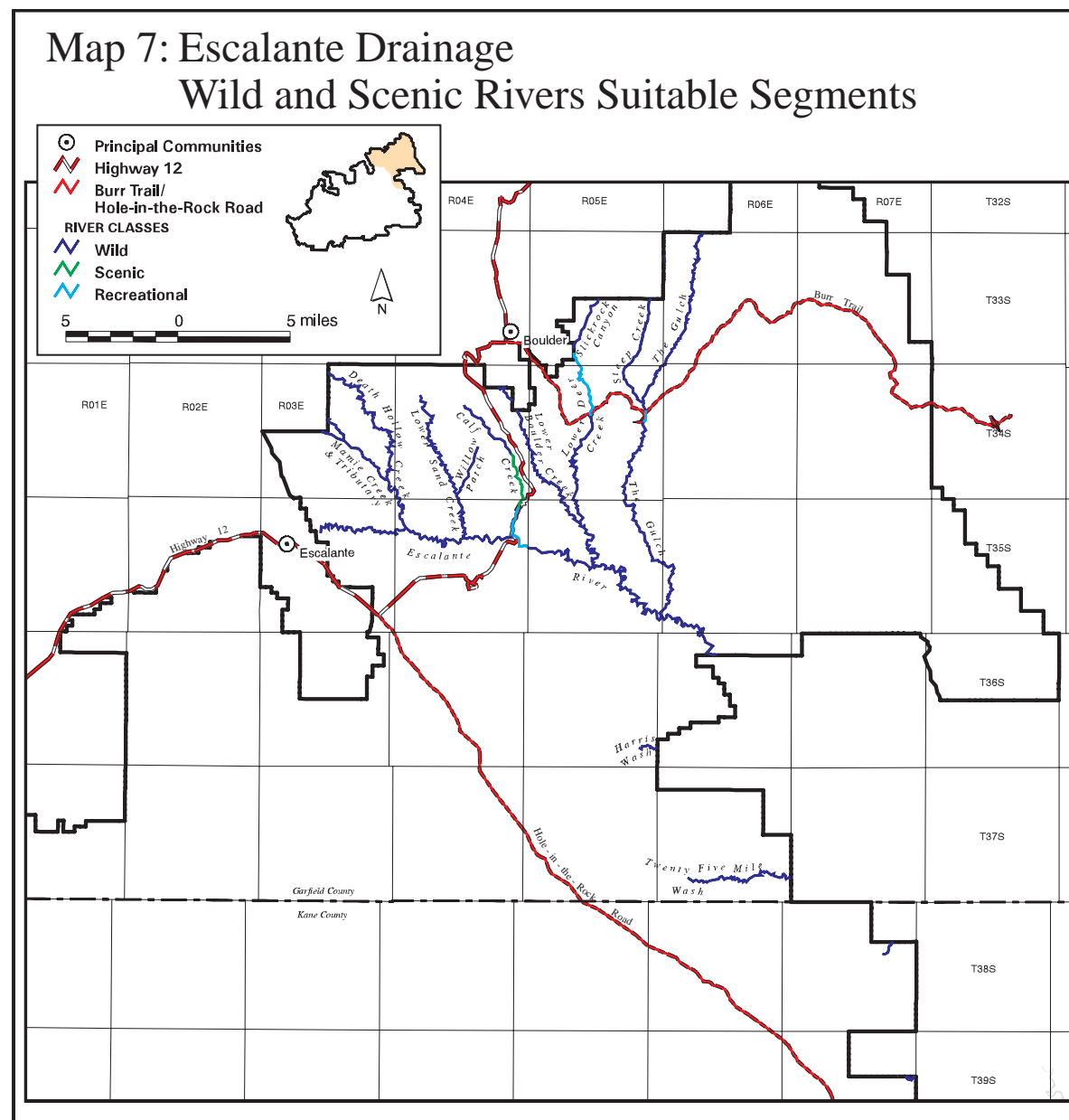
COMM-2 The BLM will work with communities, counties, State and other Federal agencies, and interested organizations in seeking nontraditional sources of funding including challenge cost-share programs, grants, in-kind contributions, and allowable fee systems to support specific projects needed to achieve Plan objectives.

## Cooperation and Consultation

The BLM recognizes that social, economic, and environmental issues cross land ownership lines. Extensive cooperation during the planning stage and beyond is also needed to address issues of mutual interest. In keeping with the concepts brought forward in the implementation and adaptive management framework in Chapter 3, the BLM will also engage in a collaborative management process throughout implementation of this Plan.

## Cooperation with Communities, State and Federal Agencies

COMM-1 The BLM will form innovative partnerships with local and State governments, Native American Indian tribes, qualified organizations, and appropriate Federal agencies to manage lands or programs for mutual benefit consistent with the goals and objectives of this Management Plan.



Management Plan

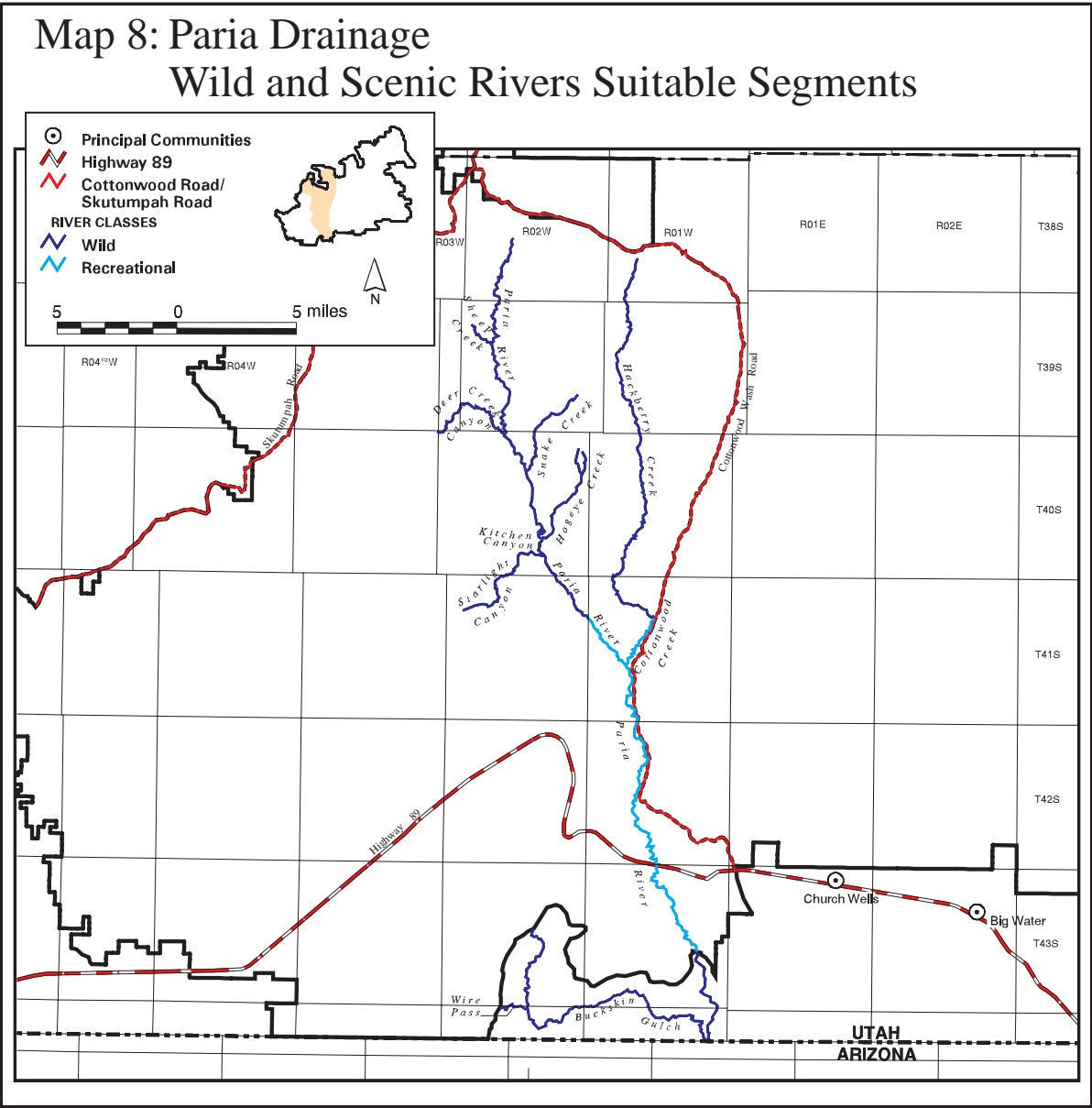
- COMM-3

The BLM will consider, where appropriate, contracting with private sector businesses, nonprofit organizations, academic institutions, or State and local agencies to accomplish essential studies, monitoring, or project development.
- COMM-4

The BLM will increase the use of citizen and organizational volunteers to provide greater monitoring of resource conditions and to complete on-the-ground developments for resource protection, effective land management, and human use and enjoyment.
- COMM-5

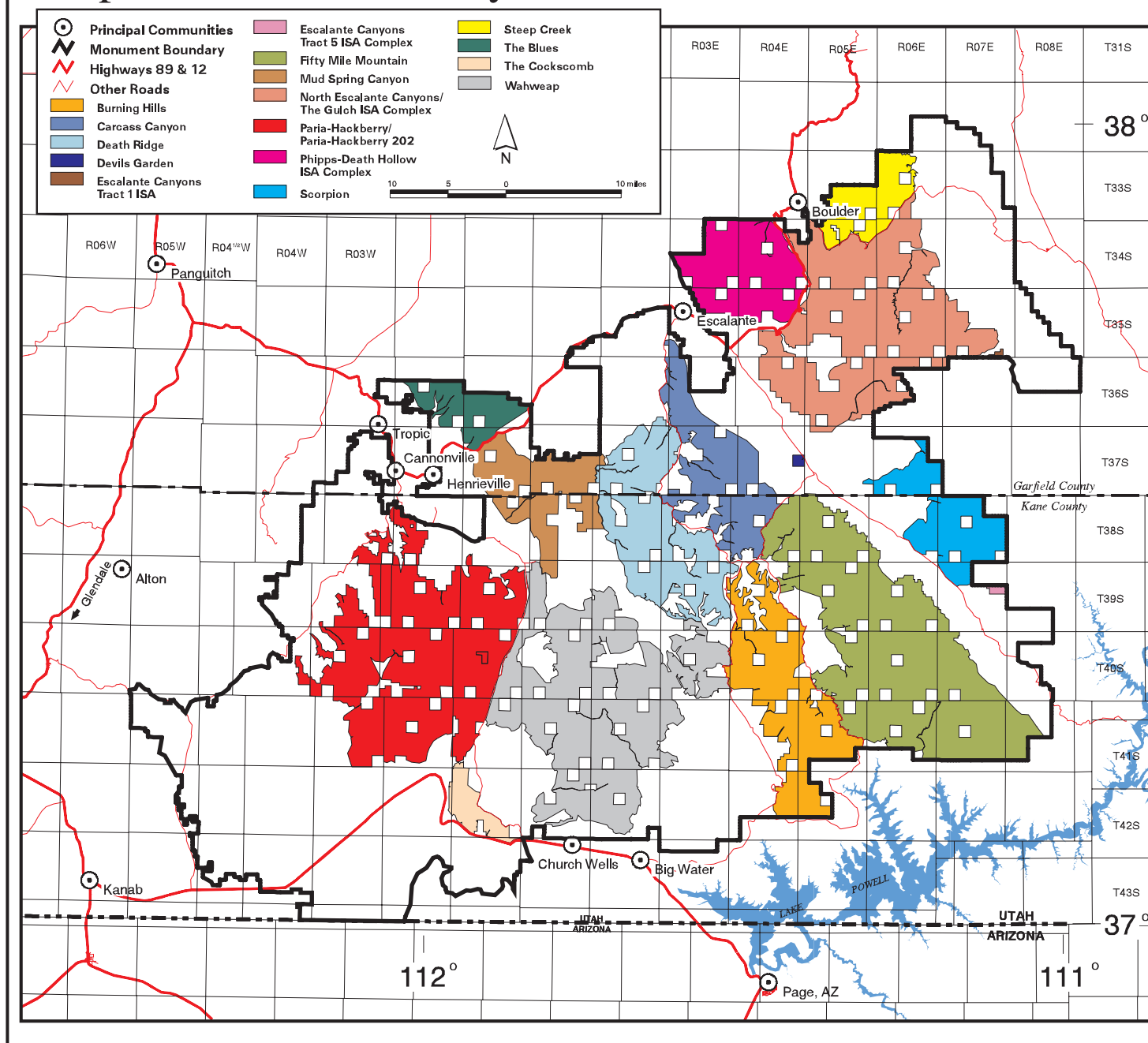
Where it is found to be mutually advantageous, the BLM will enter into cooperative agreements or memorandums of understanding with Federal, State, local, tribal, and private entities to manage lands or programs consistent with the goals and policies of this Management Plan. Such agreements could provide for the sharing of human or material resources, the management of specific tracts of lands for specific purposes, or the adjustment of management responsibilities on prescribed lands. This would be done in order to eliminate redundancy and reduce costs.
- COMM-6

Non-profit organizations, citizens and user groups that have adequate resources and expertise could enter into cooperative agreements to assist in the management of public lands in the Monument. Assistance could include, but would not be limited to, resource monitoring, site cleanups, and the construction of authorized projects.





Map 9: Wilderness Study Areas



## Consultation with Native American Indians

Although limited in the recent past, use by Native American Indians of the Monument and its resources has been extensive for centuries prior to European contact. Native American Indians continue to use this area for plant collection and pilgrimages, and many places within the Monument are considered important to the continuity of their contemporary cultures.

CNA-1 Consultation with the following tribal groups will continue: Hopi, Zuni, Navajo, Kaibab Paiute, Paiute Tribes of Utah, San Juan Paiute, and Ute.

CNA-2 The BLM will continue its agreements to collect ethnographic data with the Hopi and the Kaibab Paiute. The BLM will expand this effort to the other tribal groups and expand the breadth of this program.

## GSENM Advisory Committee

ADV-1 A Grand Staircase-Escalante National Monument Advisory Committee (chartered under the Federal Advisory Committee Act) will be established to advise Monument managers on science issues and the achievement of Management Plan objectives. This committee will serve solely as an advisory committee, making recommendations to Monument management. Monument management will evaluate all Advisory Committee recommendations, but will ultimately be responsible for making all final decisions.

ADV-2 The primary purpose for the establishment of this committee is to aid in achievement of the Management Plan objectives, through participation in the adaptive management program. In this capacity it will have several tasks: (1) Review evaluation reports produced by the Management Science Team (comprised of the Assistant Monument Managers for Biological Sciences,

Cultural and Earth Sciences, and Visitor Services) and make recommendations on protocols and projects to meet overall objectives. These evaluations will be completed regularly (see Chapter 3, Implementation and Adaptive Management Framework) and will compile monitoring data and assess the extent to which Management Plan objectives are being met.

(2) Review appropriate research proposals and make recommendations on project necessity and validity.

(3) Make recommendations regarding allocation of research funds through review of research and project proposals as well as needs identified through the evaluation process above. (4) Could be consulted on issues such as protocols for specific projects (i.e., vegetation restoration methods) or standards for excavation and curation of artifacts and objects. This Committee will meet at least twice a year to accomplish the tasks outlined above.

ADV-3 This Committee will be comprised primarily of scientists, reflecting its science focus. There will be eight scientists covering the areas of archaeology, paleontology, geology, botany, wildlife biology, history, social science, and systems ecology. In addition to scientists, there will be seven other Committee members: one local elected official from both Kane and Garfield Counties, one from State or tribal government, one from the environmental community, one educator, one from the outfitter and guide community operating within the Monument, and one from the ranching community operating within the Monument. These additional members will facilitate communication with adjacent agencies and stakeholders and provide insight into community and stakeholder concerns. Further details regarding frequency of meetings and selection of Committee members will be developed in the charter establishing this Committee.

- The Frontcountry Zone (28,056 acres) is the focal point for visitation by providing day-use opportunities close to adjacent communities and to highways 12 and 89. This Zone will accommodate the primary interpretation, overlooks, trails, and associated facilities necessary to feature Montserrat resources.

The Passage Zone, (38,316 acres) includes secondary travel routes which receive use as throughways and recreation destinations. Rudimentary facilities necessary to protect resources, educate visitors about Monument resources, or for public safety will be provided.

The Outback Zone (537,662 acres) provides an undeveloped, primitive and self-directed visitor experience while accommodating motorized and mechanized access on designated routes. Facilities will be rare and provided only where essential for resource protection.

The Primitive Zone, (1,211,386 acres) provides an undeveloped, primitive and self-directed visitor experience without motorized or mechanized access. Some administrative routes are included in the Zone, which could allow very limited motorized access to authorized users. Facilities will be virtually nonexistent.

### Location Map

Map has been gathered from a variety of sources and has been integrated to provide a panoramic view. The data show results for the Research program have been verified. This map appears to provide information, and should not be the source of information, and should not be the source of information, and should not be the source of information.



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